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ABSTRACT

A 3-week inservice program for 19 midcareer school administrators was held at the University of Illinois during the 1969-1970 academic year. The basic project purpose was to establish a linkage of mutual respect and common interests between practicing administrators and university scholars in related fields of study. Topics covered in this collection include: (1) school community linkages, (2) professional and school roles, (3) day-care centers, (4) state aid, (5) PPPS and organizational change, (6) professional negotiations, (7) staff involvement, (8) differentiated staffing, (9) pupil personnel, (10) special programs for students unable to adjust to regular programs, (11) administrator inservice programs, (12) long-range planning, and (13) school desegregation. A list of program participants and their addresses is appended. A related document is EA 003 179. (Map on page 268 may reproduce poorly because of marginal legibility.) (LLR)

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"THE SCHOLAR PRACTITIONER"

A COLLECTION OF PAPERS

**Illinois Resident Program
for Educational Leadership**

University of Illinois at Urbana-Champaign

EA 003 180

ED0 44826

"The Scholar Practitioner"

A Collection of Papers

An Outcome
of
Illinois Resident Program
For Educational Leadership

1970

PREFACE

Nineteen came during the 1969-70 academic year to participate in the Illinois Resident Program in Educational Leadership. They came from Illinois, Arizona, California, Kansas, New York, North Carolina, Washington. They were mid-career established school administrators who saw a unique opportunity for some time to study and think and discuss some idea of concern more comprehensively than is possible in the usual harried schedule of the contemporary school administrator.

They came to the University of Illinois Champaign-Urbana Campus as temporary colleagues of the staff members of the Department of Educational Administration and Supervision. They spent three weeks with us at a time which best fit their own schedules. Three weeks was considered to be about the minimum amount of time to get a good start on serious consideration of their respective interests. On the other hand it was also considered to be about the maximum amount of time a busy administrator could arrange to be away from his position without taking longer term study leave of vacation.

They were selected for participation on the basis of their applications. These needed to show at least training equivalent to the AASA membership requirement of two years of graduate work in an approved program; employment in a career assignment in educational administration; and a statement of an area of concern clear enough to make possible a judgment as to its feasibility in terms of the human and other resources of the University and sufficiently focused to assure a good chance of some closure during the limited time available.

During the course of the year there was some overlap of the times the men were on campus and their mutual interchange was enjoyable and profitable. Thus every one of them showed up for a final four-day conference when each presented at least some aspects of his thinking to the others for further discussion and development. This conference proved to be a stimulating experience especially since each had something of his own with which to buy into the professional interchange. The paper each produced was not the end product of his participation but represented a vehicle providing motivation and all of the other experiences related to the visit. Without something specific on which the participant proposed to work most would have been hearers only and rather passive tourists to the campus. With a point of real interest established the basis was provided to a collegial relationship with all with whom each worked.

While participants were on campus for their respective three-week visits some made presentations to the informal graduate student seminar, some served as resource personnel for regular classes, some participated in regular meetings of the Department, and most got in a considerable amount of professional interchange with graduate students and with professors in informal settings. The communication between participants and university professors was a key point in the whole program. A number of the visits were with members of the Department of Educational Administration and Supervision, but a large number were with University personnel in other departments of the College of Education and in an array of University Departments outside the College of Education.

The basic purpose of the project was to establish such a linkage of mutual respect and common interests between those practitioners in the field of educational administration and the university scholars in relevant fields of study. Some called this the merging of practical common sense and of rational egghead intelligence. At their best the conferences between the program participants and professors in related disciplines were highly stimulating. In such a conference there as an able person seeking the knowledge and wisdom of the professor, not to write a term paper or pass an examination, but because he intended to do something with it in a real life situation in which he was personally involved. It was important to have as participants individuals well established and secure enough that they felt no status disadvantage as between themselves and the professors. When such truly live conversations occurred the practicing administrator was just as favorably excited about having the clarification and the wise perspective of the professor brought to bear on his own area of concern.

Each participant had the help of a graduate assistant in locating reference materials, in arranging appointments, in an interchange of ideas, and in whatever other ways help and stimulation could be provided. Thus graduate assistants found themselves at the confluence of keen able interest from the field with the sharp scholarly thinking relevant to it. The normal assignment for a graduate assistant brought him into close contact with five or six participants and the array of relationships they had on campus. The program was also useful in strengthening the linkage of the Department of Educational Administration and Supervision to other related fields on the campus as well as to the practitioners in the field.

A responsible and responsive profession finds its top leaders among members who both practice and study their profession and who are in communication with other scholar-practitioners, university professors, and the many other practicing school administrators. The Illinois Resident

Program in Educational Leadership has clearly demonstrated the feasibility of such a notion and of one way of bringing it into existence. With a few successive years of such operation it could well set a pattern for a new level of relationships beneficial to schools generally.

Our sincere appreciation is extended to those named elsewhere--the program participants, the project staff, staff members of the Department of Educational Administration and Supervision, and many other University staff members both within and outside of the College of Education. The project was funded under Title V, Section D of the Education Professions Development Act.

Co-Directors

Van Millar
Tom Sergiovanni

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CHAPTER I

School-Community Linkages

by

Dr. Eugene Litwak

I would like to talk about a problem area that is somewhat new to me and use this occasion to deal with a set of problems I think are very crucial. I think of it mostly as the problems of big city school systems. I am interested in the problem of linkages between school and community. The problem is basically, how does a community intervene into a school system? Ultimately what we want is to bring both of these things together and say that the school community relationship somehow consists of strategies of how the school tries to influence the community, and the counter strategy of how the community tries to influence the school. At this point I am really going to be talking from the point of the community and what are the optimal strategies the community can use to influence the school system.

I would like to start out with a partial list of techniques. Since we do not have names for these I have given my own names to this list of techniques.

1. Advocate Bureaucracy: any time the community decides to develop its own bureaucracy. There are two ways to do this: (a) seize it politically--capture the board of education, fire the superintendent, clean house, so you have a teaching staff that represents your point of view; (b) private competition by starting your own school system--this is done in many of the larger cities.

2. Delegated Bureaucracy: a procedure by which you use organizations already in existance such as the courts where you hire a lawyer and file suit against the school district, or if you are involved with ethnic groups you can use NAACP, John Birch Society, etc.

3. Mass Media: newspapers, TV, etc.

4. Common Messenger: legitimate members of an organization as well as the community (speaking mostly of the big cities). I have four categories under this: (a) indigence expert--where the teacher lives in the district where she teaches, (b) proto indigence expert--the teacher does not have to live in the district where she teaches but must have the same ethnic characteristics as those she teaches, i.e. black teaches black; (c) high-powered indigence non expert--lay persons in decision-making roles such as on boards of education, part of the school system but representing the community; (d) low-powered indigence--non-expert persons from the neighborhood working with the school and helping to increase communication with the school system, i.e. lunchroom attendants, crossing guards, tutoring aides.

5. Mass marches, boycotts, strikes: all ways which receive spectacular attention, especially in the large cities.

6. Single person, ad hoc, single parent contact: typical ways which used to be used singly (a) letters, (b) telephone, (c) face-to-face, (d) disruptions.

There are many more techniques than listed above.

I would like to talk about the problem of developing a theory which would tell you under what circumstances any one of these may be used to achieve your goals, and to say under what circumstances may any device be classified as to strategy for influencing schools.

I would like to proceed with basically two ideas. I want to outline that in order to educate a child you need non-expert tasks and expert tasks. The first point I want to make is that when the community tries to intervene in non-expert tasks they can be direct, but when they want to intervene in expert tasks they must do it through another expert who is sympathetic to them. The second point I wish to make is that the community, family, friends, and neighborhoods have a different structure and different set of norms than the bureaucracy, and not only is it different but contradictory to each other. We run a big danger in bringing these too closely together. Family relationship is commitment. This is family--your child--he can do a great deal and he is still your child. You don't fire him out of the family for inefficiency. You put a positive value on love, affection, etc. and you will try anything to preserve that. In contrast in a school system we are in a much more, comparatively speaking, instrumental cont actual inter-personal relationship to our colleagues and to the child. If a child has not learned and has not absorbed things, then we have to acknowledge this and make special provisions. In a job situation where you have favoritism or nepotism this is viewed as bad, but in a family situation where you have the same type of relationship this is considered good. It is in this sense that I say there is a contradiction between these two structures. That is the dilemma of any community intervention in the school system. It has to recognize the two different kinds of tasks and it has to recognize the fact that the two structures are somewhat contradictory. Around these two points I want to build a theory of intervention.

First of all I want to explain what is meant by non-expert tasks and see in what sense a school system must incorporate this in its educational process. I feel that there are three areas where we can not bring trained knowledge in--where the ordinary citizen can do as well as the expert.

1. Activities so simple that the ordinary person does them as well as the expert, such a school crossing guards, lunchroom attendants, aides in tutoring programs.

2. Frontier areas where there is little technical knowledge. It is primarily basic value or policy decisions.

3. Unpredictable events such as everyday discipline problems, everyday socialization.

These non-expert tasks are often very essential to the educational process. A child is easier to educate if he has had good training at home such as vocabulary, development of motivation, development of discipline. The initial training on these lines is the task of the family and is considered non-expert. Another thing that can be said about these tasks is that they are highly interdependent--they are difficult to separate in terms of time, people, and place. On those tasks I just mentioned like the family early socialization, the language, the supervision of homework--these are all tasks that we can separate into time, people and place. The family does them on non-school time at the home and they are completely separate from the school. On the other extreme we can think of situations where you can't separate them. In the area of the classroom we can say there are two activities going on simultaneously. One is the teacher transmitting technical knowledge such as math (expert) and at the same time the teacher has to be involved in the problem of classroom discipline and the forms of socialization (non-expert). Both of these tasks are necessary to the education of children and as shown here some can be separated as to time, people, and place and others can not be separated. Sometimes the non-expert tasks have to take place within the boundary of the school system.

The point I want to make now is that a community seeking to intervene in a school system must make a diagnosis: does it want to change the technical (expert) part or does it want to change the non-technical (non-expert) part? Are they saying the teachers are teaching math, English, etc. poorly, or is it the tact that the teachers perhaps do not conform with the moral, religious, and other values of the community? The community must make this diagnosis first because they require different strategies of intervention. If a community seeks to intervene directly into the expert tasks they may well end up destroying the goals which they seek. Intervention into this area should be done through an expert who can do the evaluating for them. On the other hand when you are talking about non-expert tasks the community can successfully intervene directly without disrupting the system. This is the first point. Now the second point is that we still have to deal with the problem that the community has in the contradictory atmosphere to the bureaucratic structure. When you make these interventions you still have to do it within the context of insuring that these organizational structures do not get too close to each other. Then the question is, how do you do that?

The argument goes something like this. When the community and the bureaucracy are very distant and hostile to each other, then you can run the risk of moving them close together in terms of time, people and place without fear of the kind of dangers of one system being introduced against the other because the hostility in this case preserves these two systems from each other. When the community and the bureaucracy are quite close in ideology then you have to use a series of procedures that separate them, that keeps them at a distance. The other thing you want to do is consider the degree of interdependence of the expert and non-expert tasks.

Now I want to use a chart in which we place both of these ideas and have a beginning of what we consider a diagnostic scheme of where a given community stands relative to the school system and the generic types of strategies. Then I want to lay out for you a series of underlying dimensions for classifying this system which would also permit you to classify any new technique that anyone developes and see what it could do to the school system.

	Community-School Close	Community-School Too Distant
Expert task (i.e. introduction of ethnic curric or sex education)	1. delegate to school, or passive approach	2. hire own expert and work closely
Non-expert task (i.e. policy issue)	3. centralized board of education approach & delegate to staff	4. local boards of education
Closely integrated task (i.e. classroom discipline)	5. hires superintendent for his values & lets him delegate & hire staff with same values	6. hold veto power over superintendent hold veto power over selection of teachers depending on degree of hostility may bring parent into school and classroom

This is now an initial diagnosis. In terms of this diagnosis there are some implicit underlying dimensions that we would like to use to classify any one of these linkage procedures. One of the dimensions we would like to use is the extent to which the procedure: (1) permits one to have experts as part of the linkage or not, (2) allows one to have non-experts or not, (3) permits one to simultaneously have both expert and non-expert activities. Another dimension I would like to add to this is the scope--how many people do you reach with these linkages. What you want to know is under what circumstances when you are using a linkage do you want to reach a large number of people and under what circumstances do you want to reach a small number of people. The key dimension here is what is the relationship of a larger community to the local community that is seeking to change the school system. The general rule would be that if a larger community is with you then you use a large scope method that would reach a large group of people. When the large community is against you then you use a method that has low scope.

CHAPTER II

Professional Development: The Roles of the Professional, the School, and the University

by

Dr. William Attea
Wilmette Public Schools
Wilmette, Illinois

During the past few years, the Wilmette Public Schools have initiated several programs which provide teachers or prospective teachers with meaningful pre-service or in-service activities. Much still needs to be done in the development of a program for professional development which will be comprehensive, effective, and continuous.

Projects initiated furing the past three years include:

1. Program for Beginning Teachers - funded under Title III of the Elementary and Secondary Education Act (ESEA). This program has five components which attempt to provide individualized in-service opportunities for teachers during their pre-tenure years. Teachers are involved in identifying the areas in which they desire help and then resources are secured from within the district, neighboring districts, colleges and universities, or business and industry as appropriate. The program provides pre-tenure teachers with:

   a. An orientation program during the summer.

   b. Released time and Saturday morning workshops.

   c. Helping teachers.

   d. Adviser-consultants from local colleges and universities.

   e. An opportunity to self-assess their professional strengths and weaknesses.

2. Program for Training Middle-School Teachers and Teacher Aides - funded under provisions of the Education Profession Development Act (EPDA). In cooperation with seven other elementary school districts and National College of Education, a program was developed which provided for realistic school-university involvement in the preparation of teachers and teacher-aides for middle schools. The middle schools were selected as a focal point because of two distinguishing characteristics. First, middle school teachers need a greater degree of specialization than the typical generalist in the lower grades. Students at this age level have been exposed to a great variety of experience and sometimes possess greater sophistication in some areas than teachers who are generalists. Second, students at this age level are at a stage of rapid physical, sociological, and psychological development. They are no longer children, but they are not yet adults. Teachers need special preparation to understand and appreciate this critical period in the development of the students. This program used the resources of both the school and the university to effectively prepare teachers to meet the challenges posed by these characteristics.

3. Student Teacher in-service program. Workshops have been set up to supplement the typical experiences student teachers have during their on-the-job stay in the district. An effort has also been made to increase the number of student teachers involved in this district. Currently, we have about 100 student teachers in the district annually.

4. Continuing Education Center - In cooperation with Northeastern Illinois State College, one of the junior high schools has become an off-campus extension center. About 20 courses are available to teachers per semester. The courses are conducted after school hours and carry graduate credit. Arrangements are being made which will permit teachers to secure

their entire master's degree at the extension center. Although most course offerings are in the area of education, some are in the areas of philosophy, economics, political science, literature, etc.

The Wilmette Public Schools have experienced success with these projects. However, the successes indicate more clearly that more must be done. As one works with student or beginning teachers, the weaknesses of the traditional and accepted teacher preparation programs become more apparent. These people need practical guidance in materials, content and methodology, orientation to the profession and the community, opportunities to express their individual abilities, support to try new approaches, assistance in the classroom, opportunities to observe master teachers and outstanding programs, opportunities for extended consultations with specialists, and a variety of other similar services. Traditionally, students have gone through three and one-half years of theory, one-half year of superficial involvement, have graduated, secured their first job, and, then, as teachers, have been given a schedule or a class, textbooks, and space, and have been placed on their own. This procedure has created confusion and anxiety on the part of teachers. Unfortunately, this confusion and anxiety has been translated into the classroom and has had a detrimental effect on children in many cases. Consequently, many teachers, after a few months or years of sincere effort, leave the profession in pursuit of a position which will provide more support or "security". In other words, a beginning teacher finds himself beset with a new way of life over night, a way of life on which the growth and development of many children depend, a way of life in which there are few pat answers. This way of life is a far cry from the protected college classroom and the theory expounded therein.

It is in view of the experience which this district has had in correcting some of these deficiencies and in recognition of the many publications that have been written on the topic of teacher preparation that the Wilmette Public Schools would propose that they join efforts with a university or several universities and develop a meaningful preparation program for teachers.

The urgency for a new approach to teacher preparation is accentuated by the changes which are being effected in the schools. Continuous progress programs, multi-age grouping, differentiated staffing, interdisciplinary teaming, and specialization are just a few of the things teachers will face in the real world of teaching. Unfortunately, the first exposure to these situations, other than in college texts, is when the teachers report for their first jobs. For the few lucky teachers, some exposure to these may be had during a student teaching situation.

Organization is not the only new thing teachers find on their first jobs. Materials, support personnel, and methodology are all changing very rapidly-more rapidly than most teacher preparation institutions are.

How can this deficiency be corrected? How can teaching aspirants be provided greater exposure to new organizational patterns, materials, and methodology? How can teaching aspirants be provided more substantive teaching experience? How can they be better prepared to know how to use support personnel and facilities? How can the teacher preparation institutions serve their function more effectively? These are important questions to which there are few clear cut answers.

One approach to answering these questions is in providing more extensive on-the-job opportunities for teacher aspirants. In order to do this, the preparation period may need to be extended. However, on-the-job experiences should and could be made more meaningful if there were some renumeration. This would permit the trainee to fit into a differentiated staffing organization at a support level to certified professionals. With the renumeration, a prospective teacher would not be penalized for the extra schooling since he will be receiving some payment throughout his apprenticeship.

This concept of differentiated staffing during the training period has been experimented with at several institutions. The University of Colorado teamed with the Cherry Creek Schools for the implementation of a seven year preparation program. The objectives of this program are:

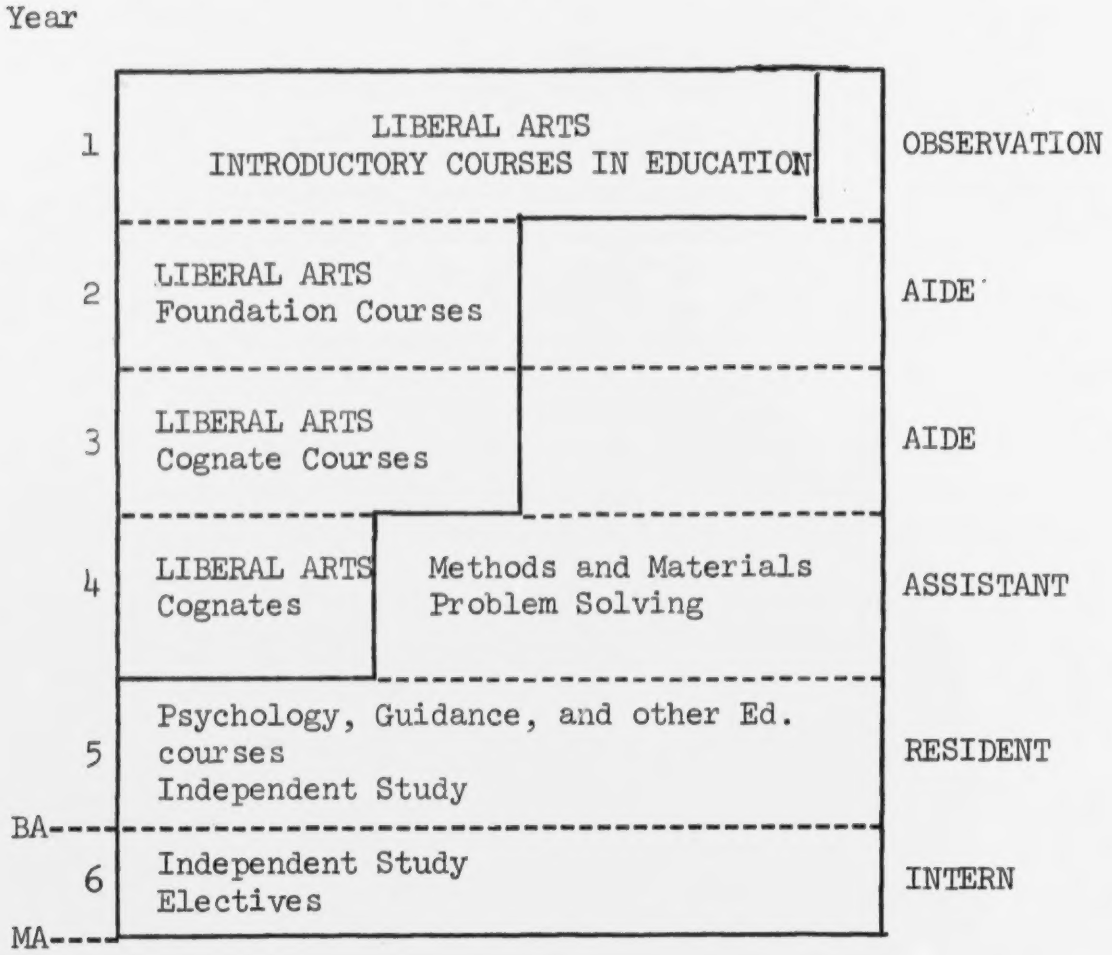
1. To provide a continuous program of teacher preparation and professional induction as a cooperative endeavor of both the university and the school district.

2. To improve teacher competency by providing prospective teachers service training and work experience with multi-age levels, with different school environments, with metropolitan service agencies, with private training programs, with several subject and task assignments; and at least some exposure to a wide spectrum of community institutions and services that deal with special educational and social problems.

3. To provide school districts an opportunity to develop differentiated instructional roles and salary compensation.

4. To minimize the wasteful "dropout" of teachers by an earlier and more meaningful screening and selection process, and through cooperative school-university induction efforts.

It is suggested that a modification of this program could be designed along the following pattern:


Year
1
LIBERAL ARTS
INTRODUCTORY COURSES IN EDUCATION
OBSERVATION
2
LIBERAL ARTS
Foundation Courses
AIDE
3
LIBERAL ARTS
Cognate Courses
AIDE
4
LIBERAL ARTS
Cognates
Methods and Materials
Problem Solving
ASSISTANT
5
Psychology, Guidance, and other Ed. courses
Independent Study
RESIDENT
BA
6
Independent Study
Electives
INTERN
MA

The course work outlined in the upper left-hand section of the diagram would be presented on campus. The material outlined in the lower right section would be presented in the participating schools as part of the unified program. These course would be taught by master teachers in the school district and neighboring districts and university personnel. The electives for the master's degree (6th year) would be pursued either on or off campus depending on the course desired or needed to meet requirements.

In this proposed program, both the university and the school district must assume the responsibility for the program and must provide knowledgeable and experienced staff members to staff it.

The types of materials used in the course work also need to be reexamined. The traditional lecture or self-directed seminar approaches have not proven effective. It is suggested that the case study approach be given serious consideration in the preparation of teachers. In preparing one to effectively handle the case study approach, he must be prepared to analyze situations, understand concepts, recognize or diagnose deficiencies and prescribe remedies or effective approaches to rectify the deficiency or meet the need.

The case study approach will require new materials and techniques. Some suggested materials for this program would include:

1. Filmed or video-taped classroom situations.
2. Transcripts of classroom activities.
3. School records such as psychological test results, cumulative folders, etc.
4. Practice exercises for which prescribed behavior could be followed.
5. Taped segments of student activities.

These are just examples of a wide variety of materials which could be prepared for use with students in the case study approach. Both the school and university should cooperate in the development of these materials.

It is recognized that this description of what might be is brief and needs more dialogue before it can become a reality. Many alternatives or modifications to a preparation program can be offered. The responsibilities of the school and university would have to be more clearly defined; the program for students more specifically spelled out.

It is hoped that this can be done and that the university and schools can develop a program in which they could cooperate. The major roles of the two institutions might be spelled out as follows:

1. The University must:
    a. Provide leadership in the preparation of teacher-training material that is pertinent.

   b. Prepare teacher aspirants in the conceptual areas of philosophy, psychology, etc.

   c. Prepare teachers in the public schools to assist in the preparation of other teachers.

2. The Schools must:

   a. Provide centers for meaningful teacher training.

   b. Provide faculty to assist or take the major responsibility in the training of teachers

   c. Provide staff members' time to become involved in this process.

Once we have prepared teachers, the university and schools must think of imaginative ways to provide continuing education to the certified staff. Involving them in the preparation of other teachers is one facet of the continuing education cycle.

CHAPTER III

Our Day Care Center

by

Dr. Carl Bergstrom
McHenry Public Schools
McHenry, Illinois

WHY EARLY EDUCATION?

The growing emphasis of early education is welcomed at last. Early education is finally recognized as an aid to resolving problems in subsequent education, drop-out problem, job training, family security, economic stability.

An increasing number of psychologist are agreeing on the advantages of early education. More psychologist believe that a youngsters mental capacities are largely formed by age 4 and that creativity patterns are nurtured by age 6.

Surely, fuller experiences in pre-school years have a great impact on the success in regular school activities. Any Kindergarten teacher quickly sees the culturally and socially disadvantaged child in the first days of school. And regrettably, too many of these youngsters are found on drop-out lists when they reach age 16.

The Day-Care Centers are now also providing an economic avenue. The creation of reputable Day-Care Center releases working mothers and widowed fathers for fuller employment. This release provides a wholesome uplifting center where children may be confidently left while parents enroll in training programs and engage in continuous employment thereafter. President Nixon most recent interest was indicated by proposing an expenditure of 623 million dollars to assist in the operation of Day-Care centers for parents attending training programs.

TODAY'S NEED

The Bureau of the Census indicates that there were 55,786,000 children age fourteen and under in the United States in 1960. Of these 20,318,000 were under five years of age. These figures are projected to be by 1970 from 62,459,000 to 67,750,000 for age fourteen and under, and from 21,600,000 to 25,135,000 for children under five years of age. The same source indicates that 24,146,000 women, fourteen years of age and over (more than 36 percent of the female population in that age group) were employed in 1962. It is estimated that there will be 29,649,000 employed women fourteen years of age and older by 1970. Since 60.4 percent of the women employed were married, widowed, or divorced, it becomes obvious that millions of pre-school age children have mothers working outside the home and receive little or no education other than that provided by maids, relatives, or the many inadequate day care centers and baby-sitting services.

Few people realize that in 1960 children under five years of age accounted for approximately 11 percent of the total population in the United States, while the important ten-year age span from twenty-five through thirty-four only amounted to a little over 12 percent and about 17 percent of all citizens were fifty-five years of age and older. Only slightly over 7 percent of the total population were in the adolescent years fifteen through nineteen. The latter group included the senior high school and lower college division age group where millions of dollars are spent for educational purposes.

PHILOSOPHY AND GOALS

Our school will practice the highest ideals in American Education. Each individual pupil has his own program. We are concerned with a human and all aspects of his growing.

The relevent principles emerge from the notion that pupils should live more fully and richly now. Similarly we are greatly concerned about the development of independence and responsibility in children. We accept the significance of process over product where we show concern for how a child learns. Our program is viewed as a series of jumping-off places. An idea, a word, a feeling expressed act to trigger an activity. The pupil, then, is drawn across academic lines in the study that may evolve in the classroom. Finally, we are concerned with learning as opposed to teaching.

The goal of good schools for young children is to provide a succession of experiences whereby each child may have the opportunity to develop at his own rate in the following areas:

Personal Values and Skills by:

.Learning to manage his feelings

.Developing the ability to organize, to plan, and to follow through on simple tasks

.Increasing in ability to make wise choices and decisions in a consistent manner

.Developing a sense of the importance of and relationship between independence and dependence

.Developing the ability to set standards for personal behavior and to live by them; reaching immediate concepts of right and wrong

.Establishing routines and patterns of living

.Developing spiritual values

.Developing physical adequacy and mental health

.Finding both satisfactions and limitations in the field of make-believe

.Expecting failures as well as successes

Academic Learnings Through:

.Satisfying natural curiosity which results in creative learnings

. Pursuing an interest whole-heartedly to greater depth and breadth

.Developing new interests and building upon recent ones

.Bringing into consciousness those things in his environment that he does not perceive (physical and biological)

.Developing meaningful vocabularies basic to thinking; developing language as a satisfactory means of communication

.Applying mathematical and scientific information to the solution of a problem

.Expanding his knowledge through exploration, investigation, assimilation, and reflection

.Building new or expanding concepts and correcting misconceptions

.Having experiences with many types of media and yet using them wisely

.Becoming interested in and appreciating books

Group Values and Relationships by:

.Feeling wanted, valued, and cared for by his peers and the adults in his life

.Becoming a social person; developing ability to interact with age mates.

.Developing the attitude toward and the ability for being a part of a social group

.Knowing what is acceptable socially for his development and having the desire to apply this knowledge consistently in functional situations

.Learning to distinguish between private or personal property and that which belongs to the group

.Learning the necessity of sharing and cooperating with others

Partnership With Parents Through:

- .Learning to relate self to family and near associates
- .Selecting clothing, toys, and activities (books, television, and radio programs) appropriate to his developmental level
- .Developing an understanding of changes in himself as he progresses through his own developmental sequence
- .Participating in educational experiences that cannot be offered through the home situation; extending these experiences through cooperative planning involving teacher, parent, and child
- .Beginning to recognize his sex role through identification with family members and other age mates

ROOM ARRANGEMENTS

The pioneering spirit of pre-school education encourages pioneering organizational plans. The spatial and psychological concept is open.

The open concept of structure is merely a large room with portable partitions. Corners for specific functions are available, but the large spanse in the middle is open for groupings and re-groupings on a need basis. Maximum flexibility for instruction is hereby permitted and the maximum conservation of space and equipment is facilitated.

The center provides a positive teaching environment. Needed are places for quiet times; areas for active physical work; large sections and small; open spaces and more contained ones. The arrangement of space will depend of course, on the number of children and their backgrounds, the amount of time they spend at the center, the day-to-day schedules, the physical relationship of the indoor space to an outdoor playground, and the layout of the building or connecting rooms.

These basic components of space are needed:

Block Building Area

Library Corner

Dramatic Play Area (Wendy House)

Table Work Area

Painting and Woodworking Area

Storage Space

Outdoor Space

This space, even the open space, is merely the tool of the teacher to teach a child.

LEAD TEACHER AND TEACHER COORDINATORS

In recent years the public schools have faced overcrowded classrooms and spiraling costs. Perhaps the only feasible means of beginning a preschool program which might gain tenure and status is to make the economics more reasonable than regular school programs. Our solution to these problems is to differentiate the tasks of the teacher and provide additional personnel in the classroom. The Lead Teacher then prescribes the learning for each child; the para-professional called the Teacher Coordinator, carry out the instructions of the lead teacher. Together they can handle 75 youngsters. Four Teacher Coordinators would assist a Lead Teacher.

The Lead Teacher must be an expert in communication arts. The Lead Teacher is sensitive to the diagnosis of pupils needs and interests. This sensitivity must be the product of direct observation and the interchange of observations from the Teacher Coordinators. The recording of these observations on specially prepared need cards provides the basis for ongoing individualized educational programs. At least weekly these cards, as antecdotal records, should be reviewed by the Lead Teacher. The Lead Teacher then initiates, prescribes, and evaluates the progress made by each and every individual student. Only by the prescription concept can one teacher be held conceivably responsible for 75 boys and girls.

One Teacher Coordinator will be employed for every 15 youngsters.

The Teacher Coordinator assumes responsibility for continuation, follow-up, and partial evaluation of each pupil. The Teacher Coordinators are a broadly prepared group. Care should be taken to select individuals who possess the personal qualities of the Teacher in so far as possible. Technical qualities or job description should be ascertained and delegation of responsibility of these qualities should be made. Ideally, qualities as music, science, mathematics, literature, physical education, and clerical could be discernible and these functions would be utilized. Team teaching variations would be possible with the individual pupil being assigned to a particular Teacher Coordinator for a particular task or learning process.

The Teacher Coordinator is a person who is not a certified teacher. As such, she works with a certified teacher. The Lead Teacher is responsible for the basic organization and instruction. The Teacher Coordinator's duties include both instructional and non-instructional tasks. Though she does not introduce or teach new subject matter, the Teacher Coordinator supervises and encourages in the learning of skills and concepts. As an integral part of the teaching team, the Teacher Coordinator contributes to the program through her resources and talents, as well as through her understanding and concern for children.

The Teacher Coordinator must fulfill the requirements of a high school diploma. She does not possess the specific education and training expected of a professional teacher. She may be required to gain specific academic study beyond high school or gain specific technical training.

We feel that the Lead Teacher and regular teacher who is the most significant factor in determing the quality of experience a child will have in school. In addition, therefore, to the certification requirements, we should exert every effort to secure personnel who will exemplify the high personal qualities desired of a good teacher.

Love of children is basic to successful work with children. Love, however, is not enough. The teacher must also enjoy working with children and the love of the mother or of other adults who work with the child. Patience and understanding not only of what is happening but why it is happening is essential to guiding the development of the young child. Only the teacher who is secure herself can build security within children. A warm, outgoing, but not dominating, individual can work well with children and parents. However, a teacher may have all the desirable personal qualities and not be a good teacher. Basic information, understanding, knowledge, skill, and appreciation can only be secured through training and experience. The teacher must apply this knowledge in her daily work with children. Many programs that prepare one for teaching in the field of early childhood education provide counseling and guidance in the development of these essential qualities while the training and experience are secured.

The ideal is to have teachers who are college graduates with a major in Nursery Education, Nursery-Kindergarten Education or Early Childhood Education. In addition, it is considered advisable for teachers to have studied in such related fields as psychology, child welfare, and medicine to provide an adequate background for leadership in Child Development Centers. In the selection of teachers of pre-school children, special attention is given to qualities of personality and character such as warmth, sense of humour, a ready smile, well organized and confident, an active body, curious with an urge to explore and to find out, creative, and able to communicate well through speaking clearly and choosing words carefully.

CURRICULUM

The curriculum of the center is the total of all experiences made available for the children by the teacher. The teacher stimulates exploration, creation organization, questioning, verbalization, mastery, and physical skills. The teacher coordinators assist the teacher who support, encourage, love, guide, and assist children leap from stepping stone to stepping stone.

Curriculum for teachers of four and five year olds is harder to pin down in words than for elementary school teachers, where subjects, as reading and arithmetic, are understood. For pre-schoolers, curriculum is harder to describe and quite different to teacher from academic subjects. You teach everything you know and are, and everything children want to know about. You use his words. You teach things like: Self-discipline; sensorymotor discrimination; social skills; ethics; gymn; art; nutrition; literature; science; mathematics; linguistics; geography; economics although you may never use those terms.

You teach on the level of the young child--always starting with his questions, his thoughts, his glances, his emotions. You teach the children in the straight-forward and humorous language of the 4 year old and in orderly and grown-up words 5-year-olds are competent to employ. It is well to recall that "child's work is play" since at this age valuable learning and developmental experiences come through play.

Conversations about the concerns of this hour and this day are often the raw materials from which a creative teaching plan grows. Children's immediate questions and problems must feed into the curriculum if the children are to enjoy learning, to remember what they have learned, to connect it with what they already know, and to want to learn still more.

The importance of tools cannot be over-emphasized. If play is the chief method used by the child to learn, and the response to the child and the extension of knowledge by the teacher is the chief directing force for that learning, then the things--shovels, ants under a stone, magnifying glasses, blocks, clay, a climbing tree, glasses filled with water giving off different sounds--of a child's environment are the chief building blocks of a foundation for learning.

APPENDIX

THESE PLANS ARE SUBJECT TO VARIANCE IN TIME SEQUENCE AS THE GROUP MOTIVATES ITSELF. THE 3'S AND 4'S ARE SEPARATE PROGRAMS DESIGNED TO MEET NEEDS OF EACH AGE GROUP.

TIME	ACTIVITY	PURPOSE
8:15 12:15	Preparation for the arrival of children	Conference with aide to achieve organization and definition of purposes. Preparation of materials, activities, and devices to be used.
8:30 12:30	Greeting Children	Visual Health examination. Attendance check. Give children an opportunity to freely select an activity within limits available, i.e., books, puzzles, drawing, tape recorder, music.
8:45 12:45	Children Gathering Together	Group Planning of the day's activities within the guidelines of the teacher's planning. Orientation to activities. Reinforced by songs, conversation, role playing, informal dramatization.
9:00 1:00	Work Period: Housekeeping Blocks & Trucks Painting at Easel Clay Finger Painting	To help the child in making individual decisions and then completing a task. To become involved in group interaction, recognize the purpose of socializing and one's relationship to others. To learn new skills and tasks. To develop initiative.
9:40 1:40	Clean Up	To recognize that the right of choice carries the responsibility of clean-up and the restoration for others.
9:50 1:50	Rest Room Wash for lunch	To recognize rules of cleanliness and good health. To develop good health habits.
9:55 1:55	Preparation for lunch	To develop a sense of responsibility and self-importance. To recognize the value of a given task.
10:00 2:00	Lunch Conversation	To recognize certain health values. To develop correct attitudes concerning manners and personal interaction with others at meal time.
10:15 2:15	Finger Plays Songs	Small muscle activities to develop a sense of self-esteem, coordination and balance, inter-group action, sharing.

TIME	ACTIVITY	PURPOSE
10:30 2:30	Rest	To give the young child an opportunity to rest and reorient himself in the morning activities. Restful music will help to develop aesthetic values.
10:40 2:40	Activity Period: Dramatization Outdoor Play Films Experiments	To develop large muscles and provide the child with an opport'nity to explore his imaginative skills.
11:00 3:00	Story Time	To develop a sense of aesthetic values and to gain an appreciation of literature and its association with reading.
11:10 3:10	Preparation for Dismissal	Reinforcement of concepts presented and values.
11:15 3:15	Dismissal	

AT THE CONCLUSION OF THE MORNING SESSION THE TEACHER AND AIDE WILL MAKE ANY ANECDOTAL RECORDS, COMMENTS OR NOTATIONS NECESSARY FOR RECORDS AND FILES. THE SAME PROCEDURE IS FOLLOWED AT 3:15.

DRISCOLL IDENTIFICATION SHEET

School________________ Grade____________ Teacher______________________

Pupil____ Age__________

To Teachers:

On the basis of your daily work with the children in your class, please check the following behavior items which are consistently shown by the individual pupils, using a separate sheet for each child.

1. a. Usually conforms to and accepts classroom regulations.
   b. Needs frequent reminders about classroom regulations.
   c. Unpredictable in response to classroom regulations.

2. a. Works steadily on self-selected activity.
   b. Easily diverted from self-selected activity.
   c. Seeks undue amount of help and attention from teacher.

3. a. Spontaneous in contributing ideas.
   b. Never contributes unless called upon.
   c. Inconsistent in contribution.
   d. Self-conscious in contributing ideas.

4. a. Apparently bright and is doing well.
   b. Appears slow in comprehension.

5. a. Popular with other children.
   b. Avoided or ignored by other children.

6. a. Continually seeks contact with other children.
   b. Seeks undue attention from adults.
   c. Seldom initiates contact with other children.
   d. Ignores advances made to him by other children.

7. a. Usually seems happy.
   b. Appears tense; easily upset.
   c. Has nervous habits:
      1. Nail-biting.
      2. Sucking small objects.
      3. Facial twitching.
      4. Lapses into daydreaming.

8. a. Attendance regular
   b. Absent frequently for minor illnesses (state general character of absences.)
   c. In school but seems listless, fatigues, pale or unwell.

Driscoll Identification Sheet Con't.

9. a. Particularly well coordinated
   b. Obviously awkward.

10. a. Has speech inaccuracies:
    1. Poor enunciation (baby talk)
    2. Lisping
    3. Stuttering or stammering
    4. Substituting letters

SUMMER. 1965 HEADSTART PROGRAM

In comparing the children in your class who participated in the Head Start program, please indicate in the appropriate space whether the Head Start children perform better than, the same as, or not as well as the children in your class who did not participate in the Head Start project.

School No.______________
Date_____________, 19_____

	Above	Same	Less Than
1. Play vigorously and joyously			
2. Relax through quiet games or rest on rugs			
3. Stay at home when ill			
4. Display intelligent attitudes toward doctor, dentist and nurse			
5. React positively to school standards			
6. Practice habits of cleanliness; have pride in personal appearance			
7. Sit, stand and walk correctly			
8. Walk up and downstairs without fear			
9. Use scissors and other tools with some degree of skill			
10. Work and play with others harmoniously; cooperate with the group			
11. Are regular in attendance and prompt			
12. Observe simple rules of courtesy: asking permission, saying "thank you", inviting others to play, taking turns willingly, listening rather than interrupting			
13. Talk over problems instead of hitting, grabbing or pushing			
14. Hear sounds clearly and discriminate between sounds and word meanings			
15. Look at and interpret pictures			
16. Speak in sentences and use correct speech patterns			
17. Speak with ease and fluency, using a pleasing voice			
18. Listen closely: make comment relevant to the discussion			
19. Show an interest in learning new words			
20. Understand the relationships inherent in such directional words as up, down, top, bottom, left, right, etc.			
21. Match colors, objects, numbers, shapes, etc.			
22. Recognize own name			
23. Note likeness and differences in pictures, objects and things			
24. Are aware of logical sequence of events, e.g., plan, work, cleanup, evaluate			

HEADSTART (cont'd.)

	Above	Same	Less Than
25. Recognize differences in shapes and sizes-------			
26. Use a wide variety of manipulative materials----			
27. Enjoy singing songs----------------------------			
28. Respond well to music--------------------------			
29. Express their ideas and feelings with art media-			

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CHAPTER IV

An Analysis of Illinois State Support of Elementary and Secondary Education

by

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There appears to be agreement among the states that those school districts with less ability as measured by certain acceptable criteria, generally district equalized or assessed valuation, shall receive greater aid per pupil than the more affluent districts. The existing formulas indicate that a majority of the states are committed to the "equalization" concept as the most equitable criteria. Although many school administrators subscribe to this, we splinter completely when we attempt to develop an "equalization" formula.

Before any defensible state support plan may be implemented, it is necessary to determine the educational needs of all students in each school district. The Illinois 1969-1970 Foundation Program assumes that the combined State and local minimum effort is $520 for a K-8 grade pupil and $650 for a 9-12 grade pupil. These amounts are overstated as the units of payment are for the best six months' average daily attendance pupil and, therefore, means that the pupil in actual membership receives less than the minimum dollar support. No two pupils have the same educational abilities and/or needs. Some districts have a small percentage of pupils with minimal needs, whereas other districts with the same number of pupils may have greater educational responsibilities because of the necessity for differentiated educational programs. State distribution of funds based on the assumption that all pupils have equal abilities and needs just isn't practical.

To provide state support proper consideration should be given to the aggregate responsibility of educating all pupils in the district. This would be a more realistic approach to measuring a district's responsibility than by using a standardized per pupil basis. One of the formulas prescribed later in this paper provides an approach to the problem.

An Illinois school district's local revenues are based on the property valuation within the district's boundary that is converted to an equalized or assessed value. There is considerable disagreement on assessed values as determined in the assessment procedure. The question also arises whether property control is a fair and equitable means of measuring a person's ability to pay taxes.

The inclusion of income with property valuation may be a better way of measuring a taxpayer's ability to pay. However, if the support program should include income as a variable in the formula, it may work as a disadvantage to the school district. This would prove to be true if the income is considered in calculating a district's qualifying amount and the district should be unable to obtain revenue from the income variable.

Another approach to the State's total funding program may be to use socioeconomic variables, such as ethnic stock, broken homes, mobility, and parents' schooling to determine additional allotments to school districts in an attempt to achieve the goal of educational opportunity equalization. This position can be documented as sound. The Coleman Study, among others, indicates the high correlation between family socioeconomic status and pupil achievement.

It is becoming more apparent that the expenditures per pupil within an attendance center with pupils of low socioeconomic status are less than those in centers with pupils of high socioeconomic status. The U.S. Office of Education's new guidelines for Title I, Elementary and Secondary Education Act eligibility requires comparability of expenditures within districts.

District Reorganization

Illinois does provide some assistance and financial reward for district reorganization. The 1969-1970 formula has a qualifying tax rate of .90 percent in elementary and high school districts. The qualifying rate for a 12-grade district is 1.08 percent; and for special equalization dual districts that are formed as a 12-grade district, there is a fiscal advantage of .72 percent (190 + .90 - 1.08). Assuming a district has a $10,000,000 assessed valuation, State support would be increased in the amount of $72,000. The State agrees with the concept that a greater opportunity for quality education exists in 12-grade districts under the control of a single board of education. The Illinois General Assembly has created a Department of School District Organization within the Office of the Superintendent of Public Instruction for the organization of more effective school districts.

Currently, there is no State fiscal advantage for two or more 12-grade districts to consolidate, but additional State support could be provided to encourage small 12-grade districts. This could be accomplished by providing a bonus allotment of support for the first year of district reorganization and in yearly decreasing amounts for three or four or even five years to encourage this type of district reorganization.

A major objective of state support programs is to stimulate local spending in the school systems. To be specific, the desired hope is that increased funding by the State for education will encourage local officials to increase expenditures to a higher plateau. The districts in which high plateaus occur could be a demonstration to others that a greater gain in social and private benefits exist.

However, the basic Strayer-Haig Formula lacks a State incentive to make a local district levy which causes an extension of a tax rate exceeding the State qualifying tax rate for participation in the special equalization distribution. The opposite of the desired effect may occur when State support is increased by raising the foundation level while retaining the same qualifying tax rate. A local district may reduce the levy by a proportion of additional State aid.

Most school financial experts would prefer a formula with the percentage of State support constant or increasing. Disbursements by the State would increase while local effort increases. This is one form of tax relief for local districts.

The situation between the two examples cited would exist when State support is increased and local districts maintain the same tax rates. The additional support results in increased district expenditures, but local districts are not making a greater effort.

Additional State support may be provided to districts that make a greater effort. This is one way to reward local districts for an effort beyond the qualifying rate for participation in the foundation level program. Increases in State support would occur in conjunction with increases in local effort. A joint participation for increasing local district revenues in those districts with greater demand for education would result.

The Illinois State Aid Formula does not include moneys for transportation and school buildings. There are special aids that provide transportation reimbursement to eligible districts. The State is rather generous in its support for transportation of special and vocational education pupils. The State's share is 80 percent of the transportation costs. For the transportation of regular pupils, a sparsity formula is in effect for 1969-1970 that will reimburse approximately one-third of the district's total costs. A new transportation formula has been legislated into a Law that becomes effective in 1970-1971. It is an equalization formula with a local district's qualifying amount based on its assessed valuation. The maximum amount of reimbursement to any one district would be 80 percent of the cost of transporting eligible pupils with a minimum guarantee of $16 per eligible pupil. State support under this formula will increase to approximately 55 percent of the cost for transporting eligible pupils. This is a major accomplishment for Illinois. The categorical aid is based on the equalization concept, and the formula has flexibility. As district costs increase, State funding increases along with the local district's effort through an increased assessed valuation. If the local district's assessed valuation should decrease, State support would increase.

This formula warrants a follow-up study to determine whether a flexible formula is practical in school financing. Findings may be generalized to a flexible General State Aid Formula.

Illinois does very little to aid districts in solving capital outlay problems. The only support available is to those districts very close to the five percent bonding power limitation. If a district needs additional buildings, and qualifies under the above requirement, State moneys may be borrowed with no interest charges for construction purposes. A number of districts are in this position, but the State has not made ample appropriations to meet these needs. The State has not recognized that a building is a large piece of instructional equipment and that without ample facilities of quantity and quality, the educational program is severely curtailed. State participation in the financing of school buildings is a basic need in Illinois. A State plan could be developed to include incentives for district organization.

Stability vs. Flexibility

The fixed foundation level concept is subject to review. Local effort is directed toward funding the basic program with State assistance through special equalization aid to the foundation level. Local vigor provides revenue beyond the foundation level, but in many districts these moneys are needed to fund the basic educational program and/or the district does not possess the ability to make a major dollar expenditure. State and Federal categorical aids have various goals: (1) compensatory education, (2) incentive programs, and/or (3) enrichment programs. The problem may be stated: Too much of the cost for the basic common school education must be provided by the local school district leaving no funds (in many cases) for offerings beyond the basic program. Too often the basic program is the only program.

Stability is ideal in certain instances, but not for funding educational costs. The fixed foundation level forces local districts to absorb increased costs due to inflation and built-in operating costs.

How can we avoid the dilemma of providing General State Aid to an unrealistically low level which is considerably below the State level of expenditure? District reimbursement premised on a percentage based on district ability, as measured by assessed valuation per pupil compared with the State average assessed valuation per pupil for each district type (elementary, high school, and unit) multiplied by the per capita tuition charge may help solve this problem.

This method for distributing General State Aid money includes the following advantages:

1. Flexibility. When district costs increase, State participation increases. This results in both the local school district and the State participating in the increased costs of education.
2. Effort. Measured by revenue dollars from the local district is recognized as effort. There are strong feelings expressed by many persons that proper recognition and consideration should be given to those districts that make a greater dollar effort.
3. The State is committed to a percentage of the total educational program costs.

Illinois Capacity

State support of education in Illinois should be highly correlated with the State's fiscal capacity. The increased private and social goods derived from investment in education justifies a high level of support. Illinois is fortunate in that it is one of the wealthiest States and does have the capacity to fund an adequate and rising level of educational opportunity within the State.

State Sources of Revenue

The revenue sources to support the Common School Fund are available and fairly equitable. Two basic sources of school support--property taxes and sales taxes--are regressive, but a third source--State income tax--is progressive. These State taxes combined with the Federal income tax provide revenues that produce a balanced program with a considerable degree of equity. An increase in the progressiveness of the State income tax could result in a reduction of the property tax, which bears little relationship to income and is highly regressive.

District Accountability

A sound State support program of education includes the avowed intent to improve the operating efficiency within the respective school district. The processes and product are central features of any system. State legislation and State Department of Education guidelines will encourage the growth and expansion of certain program areas. District organization, dissemination of materials, and ideas to improve education will be made available or thrust upon the districts. Both the State and the local district benefit or are penalized through the efficiency or inefficiency of their operation.

SUMMARY

The points discussed above would be applicable in analyzing any State educational support program. Almost all of the specific comments are directed toward the Illinois situation. To provide data for an analysis, the following section shows different formulas applied at various ability levels.

Various State Approaches to Financing K-12 Grade Education in Illinois

The following tables show alternative methods of financing education in Illinois. Tables 1, 2 and 3 show applications of the Strayer-Haig Formula with different foundation levels, weighting, flat grants, and qualifying tax rates. Tables 4, 5, and 6 present versions of the percentage equalization formula, with adaptations, that are under consideration.

Tables 7 and 8 show the Strayer-Haig formulas with flexibility features; and Table 9 shows a more advanced means of distributing State support.

The purpose of presenting these formulas is to provide the advantages, disadvantages and the estimated total State cost of each.

For comparison purposes, each formula is measured by district assessed valuation per best six months' average daily attendance and applied to a high ability district; to the State median ability district; and to a less affluent, low ability district.

Formula 1. The $400 Strayer-Haig Formula

The $400 foundation level Strayer-Haig Formula was the basis for distributing General State Aid during the two-year period from July 1, 1967 through June 30, 1969. The required qualifying tax rates for dual systems (K-8 and 9-12) was .84 percent of the district's equalized or assessed valuation, a weighting of 1.15 for pupils in high school districts only, and a flat grant of $48 for each K-8 best six months' ADA pupil, and $54.05 for each 9-12 pupil. The computation of a district's claim is a simple process once the two variables--ADA data and district assessed valuation--are known. The State guarantees that a district will have revenue in the amount of the WADA multiplied by the mandated foundation level. The local qualifying amount is determined by finding the product of the district's assessed valuation times the qualifying tax rate. The difference between the State legislated guarantee and the district's qualifying amount is the claim amount, unless the flat grant computation would provide more revenue to the district. In that situation, the district would receive the flat grant amount. During 1968-1969 there were 158 flat grant elementary districts, 158 flat grant high school districts, and 47 flat grant unit

(K-12) districts. Flat grant payments amounted to approximately $14 million (4.0 percent) of the General State Aid distributed during 1968-1969.

Formula 2. The Weighted $520 Strayer-Haig Formula

The Illinois State Aid Formula for 1969-1970 was based on a foundation level of $520 per pupil in best six months' average daily attendance (ADA), with a flat grant for all pupils of $48 with qualifying tax rates of 0.90 percent in dual districts, 1.08 percent in 12-grade districts, and the weighting of the ADA of all high school (grades 9-12) pupils 1.25.

The weighting of all high school pupils actually provides a foundation level of $650 in high school districts and of $559 in twelve-grade districts (this is based on the assumption that 30 percent of the district's ADA is in grades 9-12 and 70 percent is in elementary grades). Under the $520 foundation level, the number of flat grant elementary districts was reduced from 158 to 102, the number of high school flat grant districts was reduced from 158 to 100, and the number of 12-grade flat grant districts was reduced from 47 to 10. Flat grant payments amount to about $7 million (1.2 percent) of the General State Aid entitlement for 1969-1970.

Formula 3. The Weighted $550 Strayer-Haig Formula

Governor Richard B. Ogilvie proposed a $550 foundation level formula for 1970-1971 in his budget message to the General Assembly. It is based on best six months' average daily attendance data, with a flat grant of $48, with qualifying tax rates of .94 percent in dual districts, 1.15 percent in 12-grade districts, and with a weighting of all high school (grades 9-12) pupils of 1.25. The weighting of high school pupils provides a foundation level in high school districts of $687.50. The number of flat grant districts would remain about the same as 1969-1970.

Additional features of the Governor's proposal included (1) urban and rural factors. Those districts with 20,000 or more District Weighted Average Daily Attendance (DWADA) or 200 and below receive an 8 percent weighting factor in computing the State Aid bonus. Districts with a DWADA in the range of 10,000 through 19,999 or 201 through 400 receive a 4 percent weighting factor. In addition, a total education tax rate effort bonus is to be considered in computing a district's claim. For those districts of each type (elementary, secondary, 12-grade) making an effort greater than 95 percent of the districts receive a 3 percent weighting of their DWADA in computing the district's bonus. Districts with a tax rate greater than 90 percent but less than 95 percent of the districts receives a 2 percent bonus, and districts with a tax rate greater than 85 percent but less than 90 percent of the districts receive a 1 percent bonus. The estimated total cost of the urban, rural, and effort bonuses is 42 million dollars for fiscal 1971.

Formula 4. Percentage Equalization Formula

Table 4 shows the State and local support per ADA pupil for the three district types at different ability levels. The foundation level is the district's per capita cost. For comparison purposes, the per capita cost has been fixed at the same level for the different ability levels to show the extent of "equalization" in the percentage equalization formula. The extent of State sharing has been set at 50 percent in determining an allotment ratio. This means that the State and the local district would share equally in providing revenues when a district's ability is equal to the State's average assessed valuation per pupil for the type of district.

Formula 5. Percentage Equalization Formula With Bonus Computed to the State Average Assessed Valuation Per Pupil Level

Table 5 shows the bonus affect on low ability districts of each type. Districts with ability less than the State average for each type would have the foundation level increased resulting in increased State support.

Formula 6. Percentage Equalization Formula With Bonus Computed to Guaranteed Levels of Ability ($10,000 Unit, $14,000 Elementary, and $33,000 High School)

Table 6 shows the bonus effect on low ability districts of each type. Twelve-grade districts with ability of less than $10,000 per pupil, elementary districts with less than $14,000, and high school districts with less than $33,000 would have the foundation level increased resulting in increased State support for the respective district. The table shows that the low ability elementary districts would receive a minimal increase in State support, but the high school and unit districts would receive no benefits at these selected levels. If a significant number of districts are to benefit, then the guaranteed level of assessed valuation per pupil must be increased.

Formula 7. Quality Level Foundation Program

Another basic weakness in the Strayer-Haig Formula has been the lack of flexibility. The quality level formula provides that the percent of State support is determined by having a legislated foundation level that includes a qualifying tax rate. The amount of State support per pupil is divided by the foundation level to determine the percent of State support for the respective district. The approved spending level, in this case the district's per capita cost, is multiplied by the applicable percent for the district to determine the amount of State aid per pupil the district is entitled to. The net result is State participation based on the district's ability and the per capita cost. This formula has three outstanding features--flexibility, incentive, and equalization.

Formula 8. Improvement Level Foundation Program

Table 8 shows the improvement level foundation program and is identical to Formula 7 except the maximum per capita cost allowable is the State average per capita cost for each type of district. The formula retains the feature of percentage sharing of increased costs as the State average expenditure per pupil increases and it stimulates increased spending by the local district.

Formula 9. Illinois 90-20

Formula 9 shows the amount of State support per ADA pupil. However, the application of this formula would not be on a per pupil basis. The district would determine the allowable educational expenditures, subtract a qualifying amount, and receive the difference in State Aid.

TABLE 1. STRAYER-HAIG $400 FOUNDATION LEVEL FORMULA
(Fiscal Support per Best 6 months' ADA Pupil)

FORMULA 1

Elementary District Ability (A.V. per Pupil (1)		Local Qual. Amount[a] (A.V. Times Qual. Tax Rate) (2)	State Support (3)	F.L. (4)	Additional Revenue from Tax Rate Without Referendum[b] (5)	Total Cols. 2,3,5 (6)
Hi (90th tile)	$62,568	$525.57	$ 48.00	$400.00	$ 37.54	$ 611.11
Median	26,630	223.69	176.31	400.00	15.97	415.97
Lo (10th tile)	13,074	109.82	290.18	400.00	7.84	407.84
High School District Ability						
Hi (90th tile)	$106,585	$895.31	$ 54.05	$451.89	$ 63.95	$1,013.31
Median	61,860	519.62	54.05	451.89	37.11	610.78
Lo (10th tile)	38,161	320.55	131.34	451.89	22.89	474.78
Unit District Ability						
Hi (90th tile)	$36,213	$362.13	$ 48.00	$400.00	$217.27	$ 627.40
Median	21,431	214.31	185.69	400.00	128.58	528.58
Lo (10th tile)	12,279	122.79	277.21	400.00	73.67	473.67

Formula 1 - Weaknesses: Dual system school districts have only a .06% allowable tax rate beyond the qualifying tax rate. The Strayer-Haig formula provides no incentive for increased local rate effort.

There is a high degree of equalization to the foundation level, less equalization to the allowable educational fund tax rate, without referendum, and even less equalization as tax rates exceed the maximum, without referendum. Districts with less ability to get revenue with increased tax rate also would have a greater tendency to have electors with less demand for education than electors in the more affluent districts.

[a] Qualifying amount equals the district's assessed valuation per pupil multiplied by .84 percent in elementary and high school districts, 1.00 percent in unit districts.

[b] .90 percent - .84 percent times the assessed valuation per pupil in elementary and high school
1.60 percent - 1.00 percent times the assessed valuation per pupil in unit districts.

TABLE 2. STRAYER-HAIG $520 FOUNDATION LEVEL FORMULA
(Fiscal Support per Best 6 Months' ADA Pupil)

FORMULA 2

Elementary District Ability (A.V. per Pupil) (1)		Local Qual. Amount[a] (A.V. Times Qual. Tax Rate) (2)	State Support (3)	F.L. (4)	Additional Revenue from Tax Rate Without Referendum[b] (5)	Total Cols. 2,3,5 (6)
Hi (90th tile)	$64,311	$578.79	$ 48.00	$520.00	$ 12.86	$ 639.65
Median	28,529	256.76	263.24	520.00	5.70	525.70
Lo (10th tile)	14,248	128.23	391.77	520.00	2.84	522.84
High School District Ability						
Hi (90th tile)	$111,278	$1,001.50	$ 60.00	$650.00	$ 22.25	$1,083.75
Median	68,000	612.00	60.00	650.00	13.60	685.60
Lo (10th tile)	43,365	390.00	259.72	650.00	8.67	658.67
Unit District Ability						
Hi (90th tile)	$38,721	$418.18	$140.82	$559.00	$201.34	$ 760.34
Median	23,281	251.43	307.57	559.00	121.06	680.06
Lo (10th tile)	13,372	144.41	414.59	559.00	69.53	628.53

[a] Qualifying amount equals the district's assessed valuation per pupil multiplied by .90 percent in elementary and high school districts, 1.08 percent in unit districts.

[b] .92 percent - .90 percent times the assessed valuation per pupil in elementary and high school districts. 1.60 percent times the assessed valuation per pupil in unit districts.

TABLE 3. THE WEIGHTED $550 STRAYER-HAIG FORMULA
(Fiscal Support per Best 6 Months' ADA Pupil)

FORMULA 3

Elementary District Ability (A.V. per Pupil) (1)	Local Qual. Amount[a] (A.V. Times Qual. Tax Rate) (2)	State Support (3)	F.L. (4)	Additional Revenue from Tax Rate Without Referendum[b] (5)	Total Cols. 2,3,5 (6)
Hi (90th tile) $ 64,311	$ 604.52	$ 48.00	$550.00	$ 12.86	$ 665.38
Median 28,529	268.17	281.83	550.00	5.70	555.70
Lo (10th tile) 14,248	133.93	416.07	550.00	2.84	552.84
High School District Ability					
Hi (90th tile) $111,278	$6,046.01	$ 60.00	$687.50	$ 22.25	$1,128.26
Median 68,000	639.20	60.00	687.50	13.60	712.80
Lo (10th tile) 43,365	407.63	279.87	687.50	8.67	696.17
Unit District Ability					
Hi (90th tile) $ 38,721	$ 445.29	$145.96	$591.25[b]	$174.24	$ 765.49
Median 23,281	267.73	323.52	591.25	104.76	696.01
Lo (10th tile) 13,372	153.77	437.48	591.25	60.17	651.42

[a] Qualifying amount equals the district's assessed valuation per pupil multiplied by .94 percent in elementary and high school districts, 1.15 percent in unit districts.

[b] .96 percent - .94 percent times the assessed valuation per pupil in elementary and high school districts. 1.60 percent - 1.15 percent times the assessed valuation per pupil in unit districts.

TABLE 4. PERCENTAGE EQUALIZATION FORMULA
(Fiscal Support per Best Six Months' ADA Pupil)

FORMULA 4

Elementary District Ability (1967 A.V.) (1)		Foundation Level[a] (2)	Allotment Ratio[b] (3)	State Support Col. 2 x Col. 3 x 90% (4)	Local Support[c] (5)
Hi (90th tile)	$ 62,568	$600.00	.10	$ 54.00	$546.00
Median	26,630	600.00	.50	270.00	330.00
Lo (10th tile)	13,074	600.00	.76	4.0.40	189.60
High School District Ability (1967 A.V.)				Col. 2 x Col. 3 x 60%	
Hi (90th tile)	$106,585	$975.00	.10	$ 58.50	$916.50
Median	61,860	$975.00	.39	228.15	746.85
Lo (10th tile)	38,161	$975.00	.62	362.70	612.30
Unit District Ability (1967 A.V.)				Col. 2 x Col. 3 x 100%	
Hi (90th tile)	$ 36,213	$670.00	.11	$ 73.70	$596.30
Median	21,431	670.00	.47	314.90	355.10
Lo (10th tile)	12,279	670.00	.70	469.00	201.00

[a] Foundation level is the district's Per Capita Tuition Cost. It is assumed to be $600 for all elementary districts, $975 for all High School districts, and $670 for all Unit districts.

[b] Allotment Ratio: $1 - .50 \times \frac{\text{Dist. A.V./Pupil}}{\text{State Ave. A.V./Pupil}}$ The Allotment Ratio is the formula amount or .10 whichever is greater

[c] Local support: Col. 2 minus Col. 4

TABLE 5. PERCENTAGE EQUALIZATION FORMULA
(Fiscal Support per Best Six Months' ADA Pupil)
Bonus Computed to the State Average AV/Pupil Level

FORMULA 5

Elementary District Ability (1967 A.V.) (1)		Foundation Level[a] (2)	Allotment Ratio[b] (3)	State Support Col. 2 x Col. 3 x 90% (4)	Local Support[c] (5)	Total Available (6)
Hi (90th tile)	$ 62,568	$600.00	.10	$ 54.00	$546.00	$ 546.00
Med.	26,630	600.00	.50	270.00	330.00	600.00
Lo (10th tile)	13,074	600.00[a]				
		201.84[b] 1.50%				
		$801.84	.76	548.45	196.11	744.56
High School District Ability				Col. 2 x Col. 3 x 60%		
Hi (90th tile)	$106,585	$ 975.00	.10	$ 58.50	$916.50	$ 975.00
Med.	61,860	975.00	.39	228.15	746.85	975.00
Lo (10th tile)	38,161	975.00				
		184.60 1.50%				
		$1,159.60	.62	431.37	572.41	1,003.78
Unit District Ability				Col. 2 x Col. 3		
Hi (90th tile)	$ 36,213	$ 670.00	.11	$ 73.70	$596.30	$ 670.00
Med.	21,431	670.00	.47	314.90	355.10	670.00
Lo (10th tile)	12,279	670.00				
		181.26 2.25%				
		$ 851.26	.70	595.88	276.27	872.15

[a] Assumed Per Capita Charge in this Sample district

[b] Bonus: State Ave. A.V./ADA pupil ($26,530 minus sample district A.V./ADA pupil times total education tax rate of sample district (1.50%) = $201.84 bonus

H.S. ($50,468 - $38,161) X 1.50% = $184.60
Unit ($20,335 - $12,279) X 2.25% = $181.26

TABLE 6. PERCENTAGE EQUALIZATION FORMULA
(Fiscal Support per Best Six Months' ADA Pupil)
Bonus Computed to Levels of $10,000, U; $14,000, E; $33,000, H.S.

FORMULA 6

Elementary District Ability (1)		Foundation Level[a] (2)	Allotment Ratio (3)	State Support Col. 2 x Col. 3 x 90% (4)	Local Support (5)	Total Revenue Available (6)
Hi (90th tile)	$ 62,568	$600.00	.10	$ 54.00	$546.00	$600.00
Med.	26,630	600.00	.50	270.00	330.00	600.00
Lo (10th tile)	13,074	600.00[a]				
		13.89[b]				
		$613.89	.76	419.89	194.00	613.89
High School District Ability				Col. 2 x Col. 3 x 60%		
Hi (90th tile)	$106,585	$975.00	.10	$ 58.50	$916.50	$975.00
Med.	61,860	975.00	.39	228.15	746.85	975.00
Lo (10th tile)	38,161	975.00				
		- 0 -				
		$975.00	.62	362.70	612.30	975.00
Unit District Ability				Col. 2 x Col. 3		
Hi (90th tile)	$ 36,213	$670.00	.11	$ 73.70	$596.30	$670.00
Med.	21,431	670.00	.47	314.90	355.10	670.00
Lo (10th tile)	12,279	670.00				
		- 0 -				
		$670.00	.70	469.00	201.00	670.00

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[a] Foundation Level is the District's Per Capita Cost

[b] Bonus: Elementary Level ($14,000 - $13,074) times 1.50% = $13.89
High School ($33,000 - $38,161) times 1.50% = 0
Unit ($10,000 - $12,279) times 2.25% = 0

TABLE 7. QUALITY LEVEL FOUNDATION PROGRAM

FORMULA 7

Elementary District Ability (A.V./ADA Pupil) (1)	State Support (2)	$520 F.L. to Actual P.C.C. (3)	Local Support (4)	Additional Revenue from Tax Rate Without Referendum (5)	Total Cols. 2,4,5 (6)
Hi (90th Centile) $ 64,311	$ 59.99[a]	$ 650.00	$590.01	$ 12.86	$ 662.86
Median 28,529	329.03	650.00	320.97	5.70	655.70
Lo (10th Centile) 14,248	489.71	650.00	160.29	2.84	652.84
High School District Ability (A.V./ADA Pupil)					
Hi (90th Centile) $111,278	118.18	1,025.00	906.82	22.25	1,047.25
Median 68,000	118.18	1,025.00	906.82	13.60	1,038.60
Lo (10th Centile) 43,365	255.73	1,025.00	769.27	8.67	1,033.67
Unit District Ability (A.V./ADA Pupil)					
Hi (90th Centile) $ 38,721	142.02	725.00	582.98	201.34	926.34
Median 23,281	374.46	725.00	350.54	121.06	846.06
Lo (10th Centile) 13,372	523.66	725.00	201.34	69.53	794.53

[a] $64,311 times .90% equals $578.79. Therefore the district is flat grant. $48.00 divided by $520.00 equals .0923 and .0923 times $650.00 = $59.99

TABLE 8. IMPROVEMENT LEVEL FOUNDATION PROGRAM

FORMULA 8

Elementary District Ability (A.V./ADA Pupil) (1)		State Support (2)	$520 F.L. to State Ave. P.C.C. (3)	Local Support (4)	Additional Revenue from Tax Rate Without Referendum (5)	Total Cols. 2,4,5 (6)
Hi (90th Centile)	$ 64,311	$ 55.38[a]	$600.00	$544.62	$ 12.86	$ 612.86
Med.	28,529	303.72	600.00	296.28	5.70	605.70
Lo (10th Centile)	14,248	452.04	600.00	147.96	2.84	602.84
High School District Ability (A.V./ADA Pupil)						
Hi (90th Centile)	$111,278	$112.41	$975.00	$862.59	$ 22.25	$ 997.25
Med.	68,000	112.41	975.00	862.59	13.60	988.60
Lo (10th Centile)	43,365	243.26	975.00	731.74	8.67	983.67
Unit District Ability (A.V./ADA Pupil)						
Hi (90th Centile)	$ 38,721	$131.25	$670.00	$538.75	$201.34	$ 871.34
Med.	23,281	346.05	670.00	323.95	121.06	791.06
Lo (10th Centile)	13,372	483.94	670.00	186.06	69.53	739.53

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[a] $64,311 times .90% equals $578.79. Therefore the district is flat grant. $48.00 divided by $520.00 = .0923 and .0923 times $600.00 = $55.38

TABLE 9. ILLINOIS 90-20 FORMULA

FORMULA 9

Elementary District Ability (A.V. Per Pupil) (1)		Local Qualifying Amount (A.V. Times Qual. Tax Rate) (2)	Allowable Educational Expenditures[a] (3)	State Support[b] (4)	District Revenue[c] (5)
Hi (90th tile)	$ 64,311	$ 578.79	$ 650.00	$ 71.21	$ 650.00
Median	28,529	256.76	650.00	393.24	650.00
Lo (10th tile)	14,248	128.23	650.00	521.77	650.00
High School District Ability					
Hi (90th tile)	$111,278	$1,001.50	$1,025.00	$ 23.50	$1,025.00
Median	68,000	612.00	1,025.00	413.00	1,025.00
Lo (10th tile)	43,365	390.28	1,025.00	634.72	1,025.00
Unit District Ability					
Hi (90th tile)	38,721	$ 418.18	$ 725.00	$306.82	$ 725.00
Median	23,281	251.43	725.00	437.57	725.00
Lo (10th tile)	13,372	144.41	725.00	580.59	725.00

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[a] Allowable educational expenditures is defined

[b] Column (3) minus Column (2)

[c] District revenues are the allowable educational expenditures

TABLE 10. COMPARISON OF STATE AID AND TOTAL REVENUE PER PUPIL RECEIVED BY EACH DISTRICT UNDER FORMULAS 1 THROUGH 9

FORMULA	FOUNDATION LEVEL	STATE AID PER PUPIL			RATIO OF STATE SUPPORT, HI ABILITY TO LO ABILITY DISTRICTS	TOTAL REVENUE AVAILABLE PER PUPIL			RATIO OF REVENUE HI ABILITY TO LO ABILITY DISTRICTS
		HI	MED.	LO		HI	MED.	LO	
1. Elem.	$400.00	$ 48.00	$176.31	$290.18	1:6.05	$ 611.11	$415.97	$ 407.84	1.50:1
H.S.	451.89	54.05	54.05	131.34	1:2.43	1,013.31	610.78	474.78	2.13:1
Unit	400.00	48.00	185.69	277.21	1:5.77	627.40	528.58	473.67	1.33:1
2. Elem.	520.00	48.00	263.24	391.77	1:8.16	639.65	525.70	522.84	1.22:1
H.S.	650.00	60.00	60.00	259.72	1:4.33	1,083.75	685.60	658.67	1.65:1
Unit	559.00	140.82	307.57	414.59	1:2.94	760.34	680.06	628.53	1.21:1
3. Elem.	550.00	48.00	281.83	416.07	1:8.67	665.38	555.70	552.84	1.20:1
H.S.	687.50	60.00	60.00	279.87	1:4.67	1,128.26	712.80	696.17	1.62:1
Unit	591.25	145.96	323.52	437.48	1:3.00	765.49	696.01	651.42	1.18:1
4. Elem.	600.00	54.00	270.00	410.40	1:7.60	600.00	600.00	600.00	1:1
H.S.	975.00	58.50	228.15	362.70	1:6.20	975.00	975.00	975.00	1:1
Unit	670.00	73.70	314.90	469.00	1:6.36	670.00	670.00	670.00	1:1
5. Elem.	600.00[a]	54.00	270.00	548.45	1:10.16	600.00	600.00	744.56	.81:1
H.S.	975.00[b]	58.50	228.15	431.37	1:7.37	975.00	975.00	1,003.78	.97:1
Unit	670.00[c]	73.70	314.90	595.88	1:8.09	670.00	670.00	872.15	.77:1
[a] $600.00 for Hi and Med. ability districts, $801.84 for Lo ability districts. [b] $975.00 for Hi and Med. ability districts, $1,159.60 for Lo ability districts. [c] $670.00 for Hi and Med. ability districts, $851.26 for Lo ability districts.									
6. Elem.	600.00[a]	54.00	270.00	419.89	1:7.78	600.00	600.00	613.89	.98:1
H.S.	975.00	58.50	228.15	362.70	1:6.20	975.00	975.00	975.00	1:1
Unit	670.00	73.70	314.90	469.00	1:6.36	670.00	670.00	670.00	1:1
[a] $600.00 for Hi and Med. ability districts, $613.89 for Lo ability districts.									
7. Elem.	650.00	59.99	329.03	489.71	1:8.16	662.86	655.70	672.84	1.02:1
H.S.	1,025.00	118.18	118.18	255.73	1:2.16	1,047.25	1,038.60	1,033.67	1.01:1
Unit	725.00	142.02	374.46	523.66	1:3.69	926.34	846.06	794.53	1.17:1
8. Elem.	600.00	55.38	303.72	452.04	1:8.16	612.86	605.70	602.84	1.02:1
H.S.	975.00	112.41	112.41	243.26	1:2.16	997.25	988.60	983.67	1.01:1
Unit	670.00	131.25	346.05	483.94	1:3.69	871.34	791.06	739.53	1.18:1
9. Elem.	650.00	71.21	393.24	521.77	1:7.33	650.00	650.00	650.00	1:1
H.S.	1,025.00	23.50	413.00	634.72	1:27.01	1,025.00	1,025.00	1,025.00	1:1
Unit	725.00	306.82	473.57	580.59	1:1.89	725.00	725.00	725.00	1:1

TABLE 11. COMPARISON OF THE STATE COST OF FORMULAS 1 THROUGH 9

FORMULA	ESTIMATED STATE COST (MILLIONS)
1. $400.00 Strayer-Haig	357.6
2. $520.00 Strayer-Haig	597.3
3. $550.00 Strayer-Haig	632.1
4. Percentage Equalization; no bonus	579.4
5. Percentage Equalization; bonus to State Average Assessed Valuation Per Pupil	651.3
6. Percentage Equalization, bonus to $10,000, $14,000, or $33,000 A.V./Pupil	586.0
7. Quality Level	800.3
8. Improvement Level	685.6
9. Illinois 90-20	644.3

Comparison of Formulas 1-9

Table 10, Column 2 presents the amount of State Aid per pupil using each formula for each type of district. Each type of district was categorized within three ability levels (Hi, Med, Lo). The data shows high ability elementary districts receiving about the same amount of State aid per pupil under each formula. High ability high school districts are provided more State aid per pupil under formulas 7 and 8. High ability unit districts are provided with more State aid per pupil under formulas 2, 3, 7, and 9.

Median ability elementary districts benefit the greatest under formulas 7, 8, and 9. Median ability high school districts are favored under formulas 4, 5, 6, and 9. Median ability unit districts are provided the greatest support under formulas 7, 8, and 9.

Low ability elementary districts are provided the greatest amount of State aid under formulas 5, 7, and 9. Low ability high school districts are favored under formulas 5 and 9 Low ability unit districts are provided more State aid per pupil under formulas 5, 7, and 9.

When examining Table 10, Column 3, data for equalization reveals the following. Low ability elementary districts are in the most favorable relationship with high ability districts under formula 5, the percentage equalization formula which equalizes assessed valuation per pupil to the State average. The three basic Strayer-Haig formulas became more equalizing as the foundation levels were increased along with increased qualifying tax rates.

Low ability high school districts when compared to high ability high school districts are in a more favorable position under formulas 4, 5, 6, and 9.

In examining unit district equalization, the data show low ability districts would benefit the most through implementation of formulas 1, 4, 5, and 6.

Table 10, Column 4 data show total revenue available per pupil at the high, median, and low ability levels under each formula. High ability elementary districts range from $600.00 per pupil to $665.38 per pupil. High ability high school districts range from $975.00 to $1,128.26 per pupil. High ability unit districts range from $627.40 to $926.34.

Median ability elementary districts range from $415.97 to $655.70. Median ability high school districts range from $610.78 to $1,038.60. Median ability unit districts range from $528.58 to $846.06.

Low ability elementary districts range from $407.84 to $744.56. Low ability high school districts range from $474.78 to $1,033.67. Low ability unit districts range from $473.67 to $872.15.

An examination of the extent of the equalization of total revenue available to the respective districts under the formulas is shown in Table 10, column 5. The low ability elementary districts would have more revenue than the high ability districts under formulas 5 and 6. Equal amounts of revenue would be available under formulas 4 and 9. The low ability high school districts would have more revenue than the high ability districts under formula 5. Equal amounts of revenue would be available under formulas 4, 6, and 9. In addition, the ratio of high ability district revenue to low ability district revenue under formulas 7 and 8 are 1:01 to 1.00.

Low ability unit districts would have more revenue than high ability districts under formula 5. The total revenue available would be equal under formulas 4, 6, and 9.

A basic weakness in the conclusions drawn from Table 10, column 3 and 5 data are that the foundation level or per capita cost figures used in column 1 would be the same for all high, median, or low ability districts. The assumed equal per capita cost figures used in formulas 4, 5, 6, and 9 shows a high level of equalization to exist for State aid per pupil and total revenues available. If the median and low ability districts are not making expenditures at the same level as the high ability districts, their State aid per pupil and total revenue would be reduced resulting in less equalization in the respective formula.

Table 11 data show the estimated cost in millions of each of the nine formulas presented. Each of the formulas require a different amount of State funds. Although each formula does cost a different amount, certain basic comparisons can be made. It is assumed that the underlying reasons of State support are to enable school districts to provide a good common school education; to equalize the tax effort among the districts to support education; to stimulate local districts to make a greater effort; and to equalize educational opportunity through equal fiscal resources. Formula 7 appears to be the formula most likely to aid in the accomplishment of these State goals. The quality level formula retains the best of the Strayer-Haig formula, the minimum qualifying tax rate. The quality level formula adds the feature of a flexible foundation level which is dependent on local effort which should stimulate the local district into making a greater effort. Increased costs due to inflation, expanded programs, and pupil growth which result in increased district expenditures would be shared by the State and the local district in an equalized manner depending on local ability as measured by assessed valuation per pupil. The quality level formula is easy to understand. The same principles existing in the standard Strayer-Haig are carried one step forward to compute district entitlement under the quality level formula.

Formula 8 is an improvement over the standard Strayer-Haig and it does include some flexibility in the foundation level. As State average expenditure per pupil increases, the improvement formula would take this into consideration.

Conclusion

Illinois is at the crossroads in determining State school support of elementary and secondary education. A State income tax was enacted into law during 1969. State revenues are available when and if the decision is made to adequately fund education. On the other side of the coin, a reduction in local ability to finance education has occurred because of the legislated reduction of some personal property tax and the homestead exemption on some real property. A total loss of revenues from personal property may occur in the near future. The combination of increased State ability and decreased local ability mandates the State of Illinois to provide greater support of the schools.

Formulas 7 and 8 provide a temporary solution to the State support increase. The long-range, 1980 and beyond, answer to the problem may be formula 9.

Formula 9 would require the State to meet the problem of district organization in Illinois. Far too many of the 1,200 school districts in Illinois are too small in pupil population and resources to provide satisfactory programs. A reduction in number to at least below 500 must be the first step. As program-planning-budgeting-systems are refined, the Office of the Superintendent of Public Instruction in cooperation with the Educational Service Regions could approve district budgets. State support could be the difference between the approved budget and a local district's qualifying amount. This type of State support would be flexible, easily understood, include State categorical aids, reduce the number of claims and reports filed by the district, and alter the role of school district auditors. The end result would be a more productive and efficient public school system in the State of Illinois.

CHAPTER V

PPBS: Will it Make a Difference

by

Dr. Quentin Bryan

PLANNING AND PROGRAM BUDGETING

A planning and program budgeting system is a decision making process with its major focus on short range and long range goals. In this chapter assumptions, processes, terminology, elements, advantages, steps for implementing, and some potential pitfalls in PPBS are discussed.

There are six basic assumptions regarding the reality in which PPBS will operate, as outlined in the Report on the First National Conference on PPBS in Education:[49]

1. The financial resources available to the school system are less than equal the demands of the system.
2. Productivity of a school system can be enhanced by organization of activities and services into programs specifically directed toward achieving carefully defined goals.
3. The school system exists to produce a set of products -- to achieve certain objectives expressed as specific changes in characteristics of learners.
4. Better decisions regarding program selection and operation result when the costs thereof are considered on a long-term (multi-year) basis.
5. Objectives of a school system can theoretically be achieved in a multitude of ways (programs), some of which are more effective and/or efficient.
6. Better decisions regarding program selection and operation result when production (output) is methodically related to objectives.

Appendix I contains a glossary of terms related to PPBS. The reader should familiarize himself with all the terms as an initial step in understanding this approach to the management of resources.

PPBS involves a number of processes, the three basic of which are listed by Warner:[23]

1. Defining program objectives in both the long and short range with some built in flexibility for change.
2. The ability to compute the costs, outputs, and the effects of the operation of the program or system of programs.
3. Some method of comparing these costs and effects; both in comparison with other public sector programs and private endeavors, as well as, comparing costs and benefits incurred tomorrow and those incurred then years from now.

PPBS consists of well-defined elements. These elements are discussed by the California Advisory Commission of School District Budgeting and Accounting,[4] and are listed below.

1. Goals - The development of goals and a goal structure are approached by considering the needs of the district and the community. The goals will provide the basic guidance for all activities in the district, and all other elements of the PPBS will be determined and effected by them.
2. Objectives - The process for developing objectives is similar to that for the development of goals and a goal structure. Objectives. . . . .can be grouped and arranged in a hierarchy with a lower-level, more specific objectives contributing toward higher-level, broader objectives.
   . . . .typical objectives are quantifiable, are within a time frame, and state as specifically as practical how the degree of achievement will be determined or measured.
3. Programs - Development of programs to meet objectives will ensure that activities will be directed toward the requirements of the individual districts.
4. Program Structure - The established program structure will become the basic framework for all planning and reporting in the district.
5. Program Codes - Specific code digits are assigned to programs at each level of the program structure to allow grouping and summarization of data of similar programs.

6. Program Budget - . . . the instrument used to present a comprehensive financial plan to the school district, community, state, and other interested agencies. Since programs are build around goals and objectives, the program budget in effect relates costs to needs and desired outcomes.

7. Multiyear Financial Plan - . . . shifts the emphasis from budget-year costs to costs incurred over a period of years.

Two additional elements mentioned are "Program Cost Accounts" and "Program Reports." These elements are derived from the other seven and are of little concern in this paper.

The assumptions, terminology and elements of PPBS have been discussed. Hartley,[12] in his recent book has listed the advantages of PPBS. Among those listed, he mentioned:

1. Output emphasis
2. Strategic planning
3. Input-output coordination
4. Explicit objectives
5. Evaluation
6. Long range fiscal planning
7. Multiplicity of options
8. Optional resource allocation
9. Economic rationality
10. Flexibility

Due to the complexity of PPBS, implementation will undoubtedly be a long, difficult and costly process. The California Advisory Commission[4] has also listed the initial tasks for implementation as follows:

1. Appoint PPBS Task Force - When the district has made the commitment to implement PPBS, it is necessary to designate specific individuals in that district to provide the leadership and be responsible for the accomplishment of the implementation.

2. Orient the Task Force - The task force must be oriented to the principles and requirements of an operational PPBS through s seminars and workshops.

3. Identify Constraints - . . . constraints might be budgetary, statutory, political, demographic, or temporal.

4. Evaluate Current Systems - . . . review and evaluate the current practices and documentation that exist in the district relative to the requirements for an operational PPBS.

5. Identify and Document Inadequacies Between Current Practices and Those Required for a PPBS - . . . determine and document the inadequacies of the present practices, documentation, and skills.

6. Develop Communications Plan - The task force will be responsible for preparing a plan for communicating to all interested parties information about implementation.

7. Make Presentations to Educational Staff - These presentations should cover the concepts of PPBS, the involvement of the staff at all levels, the requirements the PPBS will place on the staff, and the benefits that will accrue to the entire educational process.

8. Make Presentations to Nonstaff Groups - The task force should endeavor to reach as wide and as diverse group as possible. The emphasis of these presentations will be to communicate the benefits of PPBS.

9. Prepare Implementation Plan - The tasks, the required training, and the time period for accomplishing the tasks should be specified in the plan.

10. Develop Training Plan - Specific training methods and materials should be developed.

11. Conduct Training Sessions - The training sessions at this level should be addressed to supervisory personnel or to personnel with the basic responsibility for implementing the PPBS, as the attending members will probably be assigned to conduct the in-service training of operations personnel.

12. Assign Tasks - . . . the task force, by written directive, should assign specific individuals to the tasks identified in the implementation plan.

13. Arrange Existing Programs into Tentative Program Structure - In the initial development of goals, it is first necessary for the task force to document the existing programs into a tentative structure to provide a guideline for the structuring of goals.

The next two steps in the development of a PPBS are perhaps the most crucial of all if it is to make a difference to the learner. These steps are the development of goals and a goal structure, and the development of objectives that support and contribute to the achievement of goals. It is through these processes, i.e., development and implementation of goals and objectives, that change may come about, if it is to occur at all.

There appears to be some pitfalls which must be carefully avoided if PPBS is to assist educators to achieve relevance, accountability, and efficiency. This list of hazards is undoubtedly incomplete. They are: (1) If emphasis is placed on those objectives which are readily suited to usual means of evaluation, the content of learning will be reduced to that which can be measured quantitavely and easily so that learning would be emphasized at the lowest level of the cognitive domain - knowledge; (2) if terminal performance objectives are applied generally to students without regard to individual differences, the programs will tend to fit all students into a common mold; (3) if provisions are not included in the system for the student and his teacher to formulate specific objectives based upon the needs of the student and the teacher's knowledge of the student, teachers will be stripped of their professional roles and competencies; and finally (4) if commitment of teachers is not gained to the system, PPBS will become an expensive bureaucratic process in which paperwork will become the sole output.

In the next chapter the literature on "change" is reviewed, in the hope that some generalizations may be drawn concerning the implementation of PPBS.

MANAGING CHANGE - A REVIEW OF THE LITERATURE

"The most innovative solutions to practical problems. . . can have no effect on practice if they are not diffused to the level of the practitioneer."

"Change for the teacher begins right in the classroom. Whatever the decision-making process in any school system, the final decision is made by the teacher in the classroom."

The above statements by Guba[30] and Reichart[19], respectively, represent a basic principle of change which appears to be generally agreed upon by educators. In considering the management of change, therefore, the teacher is the single most vital element.

In this chapter the literature on the change process, organizational change, and staff considerations are summarized.

The Change Process

Rogers and Svenning[20] described the process of social change as four steps:

1. invention - the process by which new ideas are created,
2. diffusion - the process by which these innovations are communicated throughout a given social system,
3. decision - the process in which the determination is made either to adopt (utilize) or to reject the innovations, and
4. consequences - the resultant effects of innovations that occur within the adoption system. . . .

Guba[42] indicates the change process consists of research, development, diffusion, adoption and installation. Hansen[43] indicates that the steps are development, diffusion, and adoption. Pellegrin[47] states that change refers to the entire spectrum of process from discovery to institutionalization.

Rogers and Svenning[30] offer a series of steps that one can take in managing the change process:

1. Define the objectives for specific change
2. Investigate the alternative innovations available that may meet the defined objectives

3a. Define, distinguish and analyze the target, decision and adoption audiences

3b. Define the steps that must be taken with each of these audiences to reach a decision, secure adoption and achieve the objectives of change

4. Select and employ those communication and diffusion principles most relevant to the specific change situation and develop change strategies to achieve previously-defined objectives

5. Plan to integrate the innovation in the on-going system

6. Evaluate the effects of the change

7. Diffuse your findings

Reichert[19] lists the elements of a design for change. He states that the design:

1. is intended for implementation, not show,
2. must freely be stated as an educational commitment,
3. requires that there be an easement of any and possible obstacles that might forestall its implementation and its eventual success,
4. seeks to involve as many people as possible,
5. must have strong leadership to direct its course,
6. ought to inspire the professional staff and the community through the challenge it offers and through the potential it has for impact,
7. should be committed to the judgment of its progress through continual evaluation.

The steps in the change process which appear to be generally accepted in the literature might be as follows - innovation, diffusion, adoption, installation. Strategies for change must provide for leadership and commitment on the part of all individuals to be influenced by the change. The basic principles for strategies in gaining such commitments is the principal focus of this paper. The author is not particularly concerned about installation, but he is concerned with innovation and diffusion as they relate to the development of staff commitment, i.e., a willingness to adopt a new idea.

Innovation

Rogers and Svenning[20] define innovation as "an idea, practice, or object perceived as new by an individual." They list characteristics inherent in the innovation which contribute to the rate of acceptance by staff:

1. Relative advantage is the degree to which an innovation is perceived as better than the idea it supercedes.
2. Compatibility is the degree to which an innovation is perceived as consistent with existing values and past experiences of the receivers.
3. Complexity is the degree to which an innovation is perceived as difficult to understand and use.
4. Trialability is the degree to which one can experiment with an innovation on a limited scale.
5. Observability is the degree to which the results of an innovation are visible to others.

Diffusion

Guba[30] states that diffusion consists of (1) awareness of an innovation, (2) interest, (3) evaluation, (4) trial, and (5) accepts for continued use. He lists six diffusion techniques: tell, show, help, involve, train, and intervene.

Berelson and Steiner[3] list research findings in communication which have direct implications for the topic:

1. People tend to see and hear communications that are favorable or congenial to their predispositions: they are more likely to see and hear congenial communications than neutral or hostile ones. And the more interested they are in the subject, the more likely is such selective attention.
2. The more trustworthy, credible, or prestigious the communicator is perceived to be, the less manipulative his intent is considered to be and the greater the immediate tendency to accept his conclusions.

3. Communications attributed to sources of low credibility are considered more biased and unfair than identical communications attributed to sources of high credibility. The audience's perception of the source thus tends to influence its interpretation and acceptance of the content.

4. The more openly or directly or actively the audience's group identifications are brought into play, the more these identifications determine response.

5. People respond to persuasive communications in line with their predispositions, and they change or resist change accordingly. Communications will be most effective. . . when they are in accord with audience predispositions; when they tell people what they want to be told.

6. The communication of facts is typically ineffective in changing opinions in desired directions against the force of audience predispositions: the stronger the predispositions, the less effective the communication of facts.

7. The more that people read or listen to communications on a given issue, especially in concentrated fashion, then the less undecided they become, the more interest they develop, the more information they acquire, and more consistent their perceptions are with the messages being communicated, the more strongly partisan they become, the more closely they reflect the media emphasis on the subissues, the more likely they are to act.

8. Active participation in the communication itself - e.g., passing on the message to someone else, making a speech about it, or simply putting it in one's own words - is more effective for retaining information and for persuading than in passive reception of the communication. . . .

9. The more communications are directed to the group's opinion leaders rather than to the rank-and-file members, the more effective they are likely to be.

10. Word-of-mouth or personal communication from an immediate and trusted source is typically more influential than media communication from a remote and trusted source, despite the prestige of the latter.

There appears to be a gap between innovations and adoption in educational organizations, i.e., a failure of innovations to reach many potential adopters. Rogers and Svenning[20] list six possible causes for this gap:

1. Frequently new ideas of educational researchers and developers are lost in the "scientific gobbledygook" of research reports.

2. Even when new ideas are developed by teachers, information about the innovation is seldom disseminated.

3. Communication between schools is another weak link in diffusion of educational innovations.

4. Some efforts, notably by regional laboratories, are being made to facilitate communication between the educational researcher and the teacher. However, very little attention has been paid to the actual information input behavior of teachers. . . . It would seem logical that when we are trying to reach teachers we should use those sources and channels which they consider most credible.

5. There is a tendency to over utilize the print media in educational diffusion campaigns.

6. A related breakdown in communication is the tendency of those concerned with diffusing educational innovations to "tell" rather than to "show", to "help", to "involve", or to "train".

Pellegrin,[47] in his review of the literature, indicates that "generally concerning change: (1) changes desired are assimilated, (2) changes imposed from outside are likely to be rejected, forced changes may result in compliance but covert resistance, (3) when change threatens existing values, resistance increases and so do costs, (4) social change is more likely to be accepted if introduced slowly through existing institutions with involvement of those affected."

The strategies employed by a school district appear to be most critical in the determination of eventual acceptance of an innovation by the staff.

ORGANIZATIONAL CHANGE

Characteristics of an Organization

In a recent book edited by Carter and Sergiovanni,[8] the characteristics of organizations are listed:

1. All systems must have four basic problems
    a. Adaption

- b. Goal Achievement
- c. Integration
- d. Latency (Maintenance of the systems motivational and cultural patterns)

2. Four categories of persons involved in the organization -
    - a. Rank-and-file
    - b. Managers
    - c. Clients
    - d. Public-at-large

3. Change goes through three distinct phases
    - a. Enthusiasm
    - b. Diffusion
    - c. Institutionalization

4. Eight variables or characteristics
    - a. Organizational means
        - (1) Complexity
        - (2) Centralization
        - (3) Formalization
        - (4) Stratification
    - b. Organizational ends
        - (1) Adaptiveness
        - (2) Production
        - (3) Efficiency
        - (4) Job satisfaction

Lawrence[13] indicates that an organization must have "purpose, activities to achieve purpose, interaction that binds activities together, common values among employees, and organizational codes and rewards and punishments to enforce codes."

It is toward the organizational ends stated above that PPBS in education is directed.

Organizational Health

The concept of organizational health has been developed by Miles[15] in his various writings. He conceptualizes organizational health by describing task accomplishment, internal integration, and effective alteration over time. These are depicted as follows:

Task accomplishment - a healthy organization is one with

1. reasonably clear, accepted, achievable, appropriate goals,
2. relatively undistorted communication flow horizontally, vertically, and to and from the environment,
3. relatively equitable distribution of influence, or optimal power equalization with the style of influence being essentially collaborative, based on competence and problem-solving needs, rather than on organizational position.

Internal integration - three more dimensions
1. relatively good fit between personal dispositions and role demands, and an accompanying sense of self-actualization,
2. a reasonable degree of cohesiveness, an "organizational identity" clear and attractive enough so that persons can feel actively connected to the organization,
3. a summated sense of individual sentiments centering around feelings of well-being, satisfaction, and pleasure, as opposed to feelings of discomfort, unwished-for strain and dissatisfaction.

Effective alteration over time
1. innovativeness - develop, grow, change over time,
2. autonomy - ability to act "from its own center outward",
3. adaption - between organization and environment,
4. problem solving adequacy - detect, prove, and solve problems.

Change in Schools - Problems

The problems related to change in school systems are outlined by Watson.[24] He classifies these problems as goal problems, task functions, integration and maintenance, and adaption failure.

Goal Problems
1. Moralism - judgmental agency
2. Value conflicts among community, among youth and adult, etc.
3. Financial emphasis due to absence of clear output criteria (too much time spent on money raising)

Task Functions
1. Procedural rigidity
2. Lack of R. & D. function
3. Administrative overload
4. Teacher quality problems
5. Conflicts of expertise

Integration and Maintenance
1. Morale
2. Intergroup conflicts - elementary vs. high school, local school vs. central office
3. Low personnel development investment

Adaption Failure
1. Passivity
2. Defensiveness
3. Problems with parents
4. Decision making problems (school boards represent a kind of arena of conflicting influences in the local community)

He further delineates the prevailing patterns of change in school systems as "(1) sporadic, (2) pressure from outside rather than inside, (3) expediency, (4) not cumulative and integrated - a here, there approach, (5) much later than desirable - lagging rather than leading, (6) superficial."

Hanson[43] contributes to the dimensions of change problems indicated above when he states that ". . . one of the fundamental difficulties with assessing educational change in terms of inputs and outputs is that outputs are likely to be expressed in terms of organizational and institutional objectives (including power and money) rather than in terms of educational values."

Three barriers to change are outlined by Carlson[7]:

1. Absence of a change agent position. A change agent is a professional who has as his major function the advocacy and introduction of innovations into practice.
2. A weak knowledge base about new educational practices.
3. "Domestication" of Public Schools - an organization which cannot select its clients and where the client must accept the service - the organization is protected and cared for much like a domesticated animal.

Zander[26] discusses some of the causes of resistance to change:

1. If the nature of the change is not made clear.
2. Misinterpretation of the reason for change.
3. Conflicting forces at work.
4. Pressure applied to change.
5. Change made on personal grounds rather than impersonal requirement.
6. If already established institutions are ignored.

Change in Schools - Research

There is a dearth of research covering change in school organizations. There are several studies, however, that offer some guidelines for decision making in relation to change. Moeller and Charters[35], in studying the relation of bureaucratization to the sense of power among teachers, found that "school systems characterized by an arbitrary, oppressive style of administration were also those in which the teachers sense of power were low."

Hage and Aiken[10] studied changes in complex organizations and stated the following findings:

1. The greater the complexity (complexity refers to the level of knowledge and expertise in an organization), the greater the rate of program change.
2. The higher the centralization, the lower the rate of program change.
3. The greater the stratification, the lower the rate of program change.
4. The greater the emphasis on efficiency (economic), the lower the rate of program change.
5. The higher the job satisfaction, the greater the rate of program change.

Change in Schools - Other Considerations

In emphasizing his belief that fundamental changes are necessary in education, Pellegrin[47] recommends new role specializations which follow the general steps of "research, translation, experimentation, diffusion, and institutionalization."

Watson[24] offers a design for continuous self-renewal of a school system as "sensing, screening, diagnosing, inventing, weighing, deciding, introducing, operating, evaluating, revising."

The Institute for Development of Educational Activities (I/D/E/A) established the League of Cooperating Schools in 1966. The League became a laboratory for the Institute and in its study of the last three years, the Research Division has been analyzing the process of educational change. The I/D/E/A Annual Report[45] states that:

> The study is based on two ideas which the Division believes are central to the nature of American Schools and their receptivity to change.
>
> The first idea is that the individual school is the crucial unit for change in education - not the school district nor the individual classroom.
>
> The notion of the school as a basic organism of the educational structure leads to the Divisions second major hypothesis: change in education will become a way of professional life rather than an exception to the rule only if the official in charge of the individual school permits it. The principal is the key agent of change.

The League's Research Division has begun to isolate and document some findings about the change process. Those findings follow:

> 1. Principals require a new set of managerial skills to encourage change. . . . . To mediate his school's new freedom, the principal must learn to manage the school decision-making process through the use of scientific procedures.
>
> 2. Change creates conflict within and around a school. Initially, such conflict - between principal and his school board or superintendent, between principal and teachers, between groups of teachers, and between school and community - is unavoidable and may even be desirable. Ultimately, however, the principal must learn to translate the energies of these conflicts into a constructive force.
>
> 3. Principal and staff pass through identifiable stages during the change process. The first stage is a kind of passive questioning: "What do you want me to do?" the next stage. . . . is a sort of dabbling with minor, non-threatening changes: regrouping of children, new texts, etc. Finally, the principal and staff begin examining fundamental questions about their activities, such as the purposes of education and the appropriateness of school organization for these purposes, and start planning really significant innovation.
>
> 4. An outside system such as the League facilitates change. The traditional school system tends to reinforce the status quo. . . .

Overcoming this systematic opposition to change requires a countervailing system that *encourages* change and gives each innovator support and assistance.

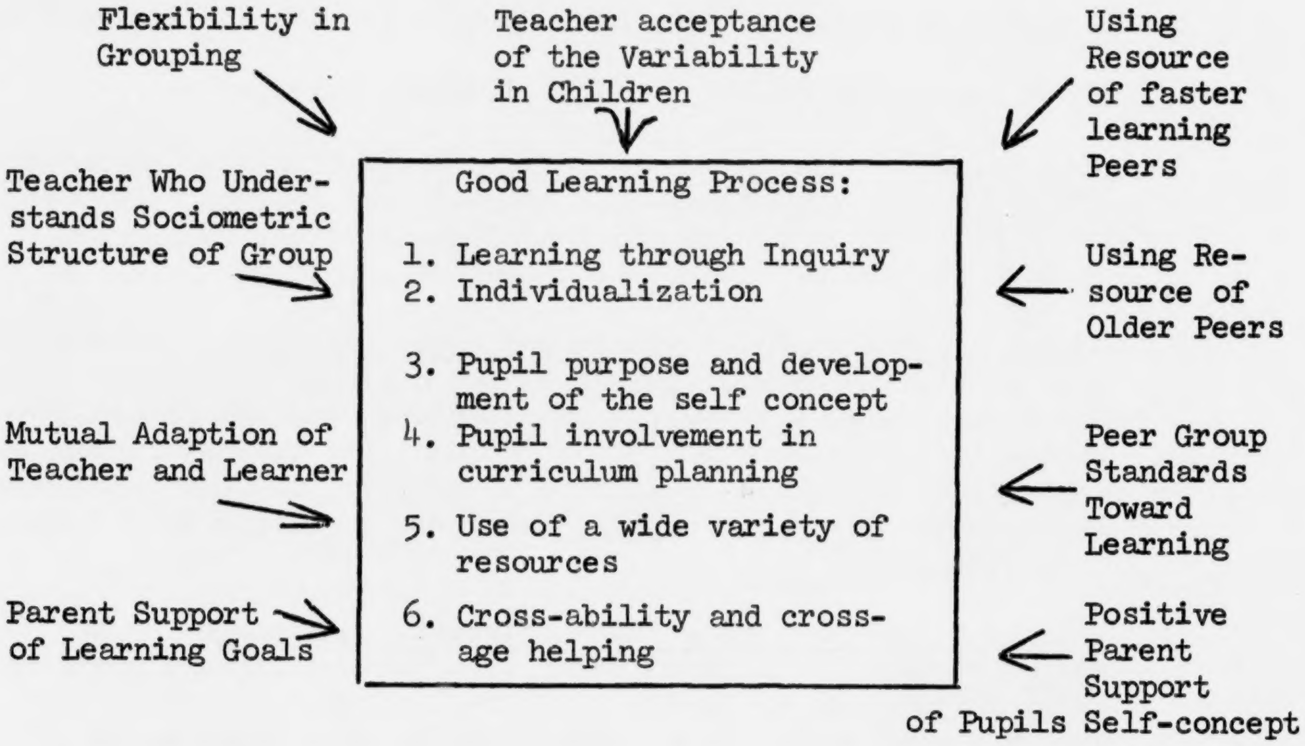
5. *Educational change is suspect.* Despite all the rhetoric about the need for change, people within and without the schools still suspect it.

6. *Information about change is relatively ineffective in producing change*. . . .

7. *The change pattern is uneven, not only between schools, but within individual schools*. . . . . Division staffers were surprised to find that an individual school seems to go through sudden spurts of change, alternating with periods of comparative inactivity and even regression.

The I/D/E/A annual report further stresses the need for a theory of educational change that will lead to a course of practical action.

Figure One


Flexibility in Grouping
Teacher acceptance of the Variability in Children
Using Resource of faster learning Peers
Teacher Who Understands Sociometric Structure of Group
Good Learning Process:
1. Learning through Inquiry
2. Individualization
3. Pupil purpose and development of the self concept
4. Pupil involvement in curriculum planning
5. Use of a wide variety of resources
6. Cross-ability and cross-age helping
Using Resource of Older Peers
Mutual Adaption of Teacher and Learner
Peer Group Standards Toward Learning
Parent Support of Learning Goals
Positive Parent Support of Pupils Self-concept

Watson[24] offers a model of good learning process (See Figure One Above) and then lists organization functions which support this process. A scheme such as this is fundamental to any consideration for educational change.

Staff Considerations

The ultimate success of an innovation in gaining an institutional role depends entirely upon the interest, ability, and knowledge of staff members. Below are some research findings and writings found in the literature which address themselves to staff reactions and attitudes toward educational change.

Teachers and Change

In studying how elementary teachers perceived specific educational innovations, and their attitudes with respect to the acceptance and utilization of change, Gottlieg and Brookover[9] list the following conclusions:

> Teachers perceive the norms governing change as the responsibility of the school administration or "other experts." He does not perceive himself as someone who should or can make decisions about educational motivations. He sees himself as someone who must adapt to these changes.
>
> The elementary school teacher actually holds the belief that it is the legitimized role of the administration to make change decisions that are most salient in determining what attitudes teachers will hold.

Moeller and Charters[35] in their research mentioned previously indicate that:

1. Teachers in positions of responsibility showed significantly higher scores on sense of power than other teachers.
2. The longer the service the greater the sense of power.
3. Teachers reporting friendly relationships with school officials have a higher sense of power.
4. Males feel a greater sense of power than females.

In considering the influences on teachers' acceptance of change, Johnson[32] states:

> Three common errors hamper attempts to change teachers' behavior. . . . To take individual teachers out of a school, give them special training and then return them to the school is poor strategy for changing their behavior. The chief weakness of the individual approach is that it concentrates on

> individuals and ignores the interpersonal relationships and the norms and values of the organization of which the individual is a part.
>
> The second error often made. . . is to concentrate only on the structure of the school. The main weakness of this approach is that concentrates only on organization and ignores the attitudes, values, and behavior of the individuals in the school.
>
> The third mistake made. . . is to assume that telling individuals that change is desirable will result in change.

He also emphasizes that in bringing about desired change, "the amount of help provided teachers is far more critical in determining the success of an innovation than the initial faculty reaction to it. He further claims that the most persuasive way of learning about an innovation is to observe a successful program in action. He concludes that:

> Teachers' acceptance of change is limited and inhibited by aspects of the national educational system and the organizational characteristics of the school, by lack of clear criteria for evaluating teaching, and by certain aspects of the teacher role. Perhaps teachers are free to innovate in only two areas: the way they present curriculum content and the way they relate to pupils.

While discussing the complex role of the school administrator in the change process, Miller[34] emphasizes the fact that the administrator must always maintain stability and confidence, and he is more concerned with control than change. He also indicates that ". . . the superintendent's attitude toward an innovation has significant influence upon its implementation."

Miles[16] contends that "In considering local systems, it seems very clear that administrators, as authority figures, are crucial in introducing innovation, particularly those that involve structural change."

Howsam[44] reinforces the comments above when he says: "The conclusions would seem to be that when administrators are seen as obstructing - or even failing to encourage - desirable change they will have to be retooled or removed." He also indicates that "a useful strategy of change is to introduce outsiders in the form of consultants."

Pellegrin[47] contends that:

> In instances where innovations occur, the principal serves as an important link between teacher and superintendent.
>
> The superintendent . . . is currently viewed by researchers as the key in the innovative process at the local level.
>
> If we look at the literature, we find that school board members are generally considered to be effective brakes on innovation rather than stimulators of it.

In his research on how teachers perceive administrators role in innovation, Mahan[33] found:

> The data show that in nine of twenty-eight schools, the teacher delegations selected the principal as the educator behind the introduction of innovations. Teachers in eight schools attributed this leadership to subject supervisors; teachers in five schools named the department heads; teachers in four schools selected themselves.
>
> In twenty-five of twenty-eight schools, teachers perceived the principal to be in one of the top three innovative positions.

Staff Considerations

Certain concepts of change behavior apply to all individuals regardless of the role and status they hold within a school system. Some of these are indicated below.

In introducing change in schools, Glines[41] contends that:

> If schools are to be significantly better, they must be significantly different. . . .
>
> The focus must be on the individual student and teacher and on individualized instruction. . . .
>
> The most important responsibilities of the teacher are to plan and conduct meaningful learning experiences and to understand children. . . .
>
> Successful change in school demand constant interaction among members of the school staff. . . .
>
> There has to be a supportive climate from the central office, the school board, and the school community.

In discussing general concepts of change, McPhee[46] emphasized the need for self-inspection when he says, "Our individual enthusiasm for specific change is usually inversely proportional to how much we ourselves must change. . . . We praise changes for others, but seldom value changes for ourselves."

Vroom[22] discusses the influence of involvement in change process. He states:

> Participation generally has positive effects on both the attitudes and motivation for effective performance. . . .
> Authoritarians and persons with weak independence needs are apparently unaffected by the opportunity to participate in making decisions. Equalitarian and those with strong independence needs develop more positive attitudes toward their jobs and greater motivation for effective performance through participation.

Finally, Berelson and Steiner[3] provide some research findings on opinions, attitudes, and beliefs (OAB's) that have direct implication for diffusion of innovations:

> 1. OAB's originating in an earlier period persist to be influential in a later period. . . .
>
> 2. People hold OAB's in harmony with their group memberships and identifications.
>
> 3. OAB's within a group are particularly subject to influence by the most respected and prestigious member(s) of the group, the opinion leader(s).
>
> 4. Once a person commits himself to a position, that commitment itself becomes a barrier against change, however immediately counter influences are brought to bear.
>
> 5. The more that people are subject to social inconsistency, that is, when their group attachments are at variance with one another. . . . the more likely they are to change their OAB's. In other words, OAB's are more subject to change when people are subject to cross pressures.

The literature on change has been reviewed in this chapter. The final chapter will attempt to relate the concepts presented here to the demands for change as presented by PPBA. Guidelines for change strategy in PPBS implementation are offered.

GUIDELINES FOR CHANGE STRATEGY - PPBS

Relevancy, accountability, and efficiency are within the grasp of public school systems through planning and program budgeting. Educational resources management with provision for cost benefit analysis holds out the promise of solution to many of the problems facing education. This will only be so, however, if the recognition for the need for change exists and if PPBS is diffused, adopted and implemented with extreme care.

Necessary Pre-Conditions

Success in achieving relevancy, accountability, and efficiency will be met only if certain conditions exist in a school district prior to and during the development of a planning and program budgeting system:

1. The superintendent and board of education must provide an atmosphere of support and reward for innovation.
2. Concern should be directed toward the improvement and maintenance of the health of the organization. Only in healthy organizations can innovations be adopted with a minimum of conflict and expense.
3. Change should start from a sound philosophical base with its structure supported by concepts of child growth and development.
4. Strategies for the implementation of PPBS must be based upon the recognition of its complexity and its innovativeness.

School District Organization

Flexibility in school district organization is vital to the change process. School district organization should be such that:

1. At least some administrators are more concerned with the change process than with the control process in the fulfillment of their role.
2. Procedural rigidity is reduced through the structuring of an administrative hierarchy which is relatively flat, i.e., there are relatively few job status levels between the teacher and the administrator.
3. Decentralization of decision making is complete to the point that basic decisions concerning programs are made "where the action is," by teachers and principals at the local school level.

4. Principals are expected to fulfill the role of leadership in the change process. They must be perceived not just as individuals who provide an opportunity for innovation, but as key leaders in the change process. As such they need flexibility in the control of funds allocated to their schools and they need retooling in relation to the requirements of educational resources management and cost benefit analysis.

Teacher Involvement and Inservice

Change in the output of learners will occur only through a change in teacher behavior. The following two sections list some suggested guidelines for bringing about such change through teacher involvement and inservice education.

Involvement

1. Teachers cannot be expected to innovate in areas outside of methods of presenting curriculum materials and relating to children. Involvement of teachers in other types of innovation should be provided through released time or through employment during vacation periods.
2. All teachers to be affected by a proposed innovation must play a role in the decision making process concerning the innovation. In PPBS implementation, all teachers must be involved (as well as all classified staff).
3. Teacher leadership, i.e., department heads, presidents of professional organization, etc., should be involved in the earliest stages of consideration of a change.
4. Selected teachers should be trained to participate in a leadership capacity to communicate desired changes to the rest of the staff.

Inservice

1. Provide inservice education on a released time basis, paid basis, or provision for salary schedule credit basis.
2. Utilize all techniques of diffusion in the inservice program - tell, show, help, involve, train, and intervene where necessary.

3. Provide for multiple lines of communication concerning the innovation. Utilize communication channels established through professional organizations, administrative procedures, teacher journals, etc. Communications should be written as well as verbal.

4. Utilize existing groups in providing information concerning an innovation, i.e., professional associations, curriculum councils, etc.

5. Emphasize advantages to be derived from innovation. This is particularly important in implementation of PPBS since its complexity and lack of compatibility with current systems may be very threatening to teachers.

6. The initial step in developing an understanding of PPBS is to emphasize purpose and vocabulary. The vocabulary is new to many teachers and time must be allowed in developing an understanding of the specific meanings of the new words.

7. Utilize the "soft sell" approach, provide ample time for teachers to grow in their understandings. PPBS isn't understood as a result of one or two meetings.

8. Following the development of vocabulary and general understanding of the elements of PPBS, focus only on goals, objectives, and program. Budget details can be left to those whose job description requires concern with budgets.

9. Utilize consultants from outside the district that are known and respected by teachers.

10. Where possible, provide opportunity for teachers to visit programs where PPBS is in operation. (At the present time, very few programs are available.)

11. Provide time for staff to meet with the key individuals in directing the change to PPBS in informal discussions, preferably by building faculties and departments.

Sample Implementation Plan

The implementation plan listed below is geared to fit a particular school district is not generally applicable to all districts. It is presented here as a sample of what one district can do. Only the activities are listed. Each activity requires considerable planning and work in its fulfillment.

Activity

Year 1

Appoint task force

Orient task force

Review current systems - goals, objectives, evaluation systems, etc.

List constraints - budgetory, statutory, political

Develop communication plans

Conduct trends analysis, describe district and community in 1980

Provide for presentations to Board of Education

Introduce PPBS to all staff

Develop and conduct inservice program

Year 2

Develop goals and goal structure at each school

Continue inservice program

Establish program structure and develop program codes

Establish program budget and backup documents

Year 3

Implement program budget

Decentralize decision making process through program budget

Begin development of objectives

Continue inservice program

Year 4

Complete development of objectives

Revise program structure, codes, and documents

Establish multiyear financial plan

Year 5

Manage resources

Assess and revise

This paper has been concerned with the implementation of PPBS, particularly as it relates to staff considerations. PPBS was described and the literature on "change" was reviewed. Finally, some guidelines for change through PPBS were listed and a sample PPBS implementation plan was offered. Through planning and program budgeting relevancy in learning, accountability in function, and efficiency in spending can result in great gains for the children we serve.

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CHAPTER VI

A Lonesome Hope for a More Wholesome Theoretical Base for Professional Negotiations in Education

by

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"But an idea, a concept, an inspiration may at least provide the impetus which may move people in a positive direction away from rancor."[1]

The Problem

"Rots of ruck!" This was the wry comment given by one University of Illinois professor of education to the suggestion that a new theoretical model for negotiations in education should and could be developed. As a participant in the University of Illinois Resident Program for Educational Leadership, the writer sought to develop a conceptual model for negotiations not conflict-adversary oriented and potentially divisive but rather positively oriented, meeting needs of a faculty association or union and reserving for boards of education a lawful, dynamic role.

Very little discussion and study were necessary to demonstrate that such an ideal or such a model was considered naive by many and could more easily be described in terms of hopeful characteristics than definitely formulated in words or diagrams.

The ideal model sought would embody at least nine characteristics:

1. It would be based on mutual trust

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[1] Quotation is from an article by Peter Coutros, writing of the National Conference of Christians and Jews in Chicago Tribune, April 9, 1970.

2. It would assume good-will, altruism, competency in other party
3. It would provide for communication of ideas and recommendations
4. It would clarify roles, functions of faculty and of board; harmonize them with professionalism of faculty, lawful responsibilities of board
5. It would be concerned with (and consist of) principles rather than procedural guidelines
6. It would conceive all certificated faculty members to be of equal professional status, eliminate hierarchical concepts within faculty (the board would leave establishment of association hierarchy to association, and association would leave establishment of managerial hierarchy to board)
7. It would provide for faculty representation on all aspects of policy: development, revision, application
8. It would allow for diversity of inputs, wide participation, free communication, open discussion
9. It would provide for unrestricted scope or range of items that could be considered or negotiated

There are in the literature some theoretical bases for negotiations that have many of these characteristics. The integrative theory of bargaining is one that does, but integrative theory can best be understood in contrast to distributive theory. As shown in Figure 1, the distributive theory embodies hard-nosed conflict-adversary type bargaining in which opponents are seeking to obtain (or retain) as much of a fixed commodity as possible.

Fixed Sum, Variable Share Payoff Structure[1]

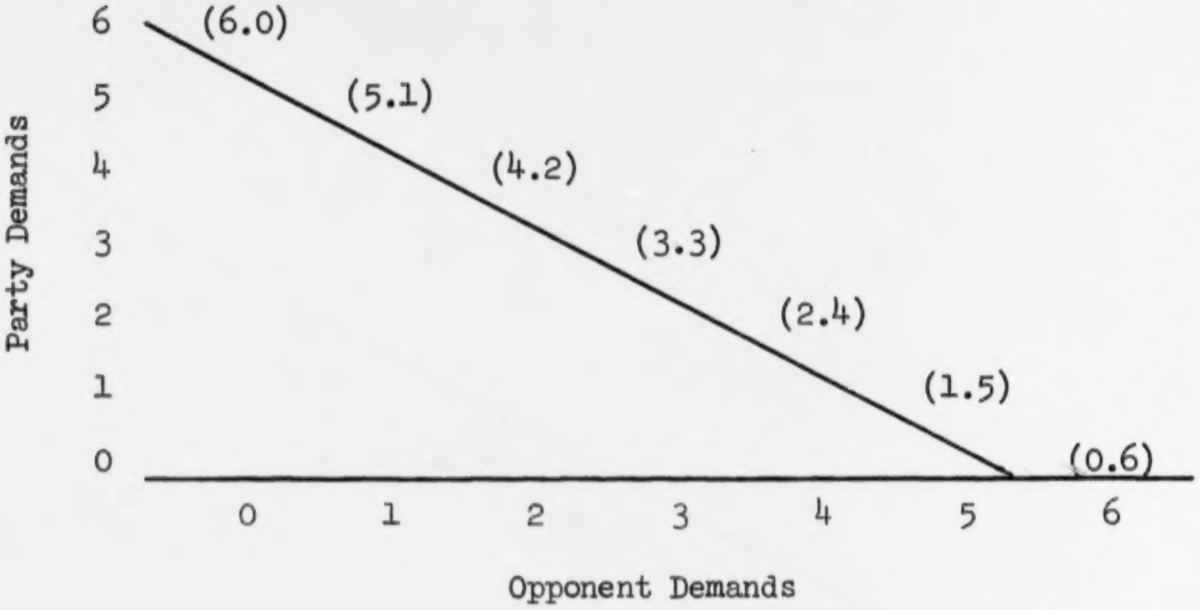

Figure 1

Outcomes falling below the line are not considered possible since the use of less than the total available would not be tolerated by either party. Outcomes above the line are not possible because they require more than is available.

The model for the integrative theory puts the scale on a different axis and makes possible a mutual gain. This would theoretically bring the bargaining parties together in a common effort rather than apart in opposite efforts. This theory is illustrated in Figure 2.

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[1] George Madden, "A Theoretical Basis for Differentiating Forms of Collective Bargaining in Education," Educational Administration Quarterly, University Council for Educational Administration, Volume 5, No. 2, Spring, 1969, p. 76. Interstate Printers and Publishers, Inc. 19 - 27 North Jackson, Danville, Illinois.

Variable Sum Payoff Structure[2]

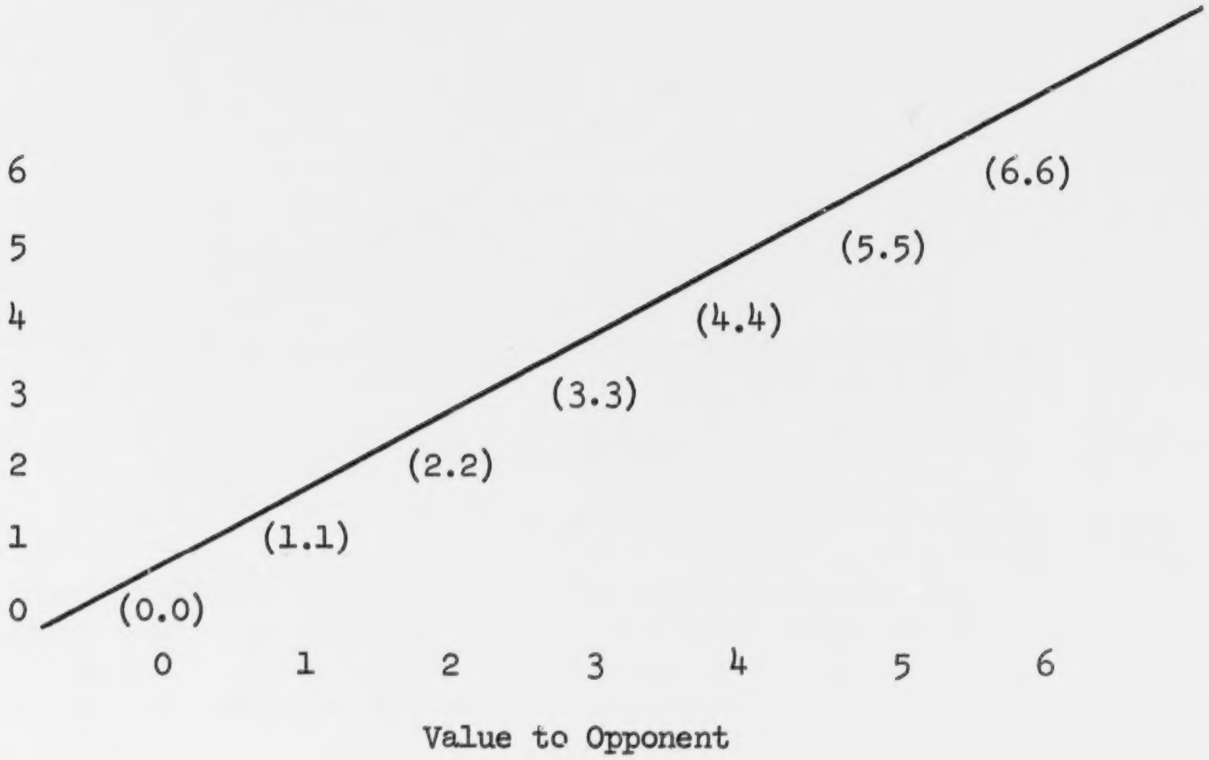

Figure 2

The values of a type of bargaining embodying the integrative theory in public education are described by Richard Wynn in a very recent Phi Delta Kappan article. He calls it "collective gaining" and lists a number of assumptions that support the concept. This writer, however, would also view Wynn's assumptions as prerequisites to use of the integrative model in education--necessary for both the faculty and the board of education. Wynn's assumptions[3], paraphrased somewhat to be in parallel form are:

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[2] Ibid., p. 78.

[3] Richard Wynn, "Collective Bargaining," Phi Delta Kappan, Volume LI, No. 8, April, 1970, p. 416.

1. That a democratic society contains within it the laws, values, and ethics which permit problem solving by patient people.
2. That a democratic society is committed to rational inquiry, open discussion and peaceful persuasion as the appropriate means for resolving conflict.
3. That teachers, administrators, and boards of education are generally honorable people who sincerely wish to discharge their responsibilities capably.
4. That teachers, administrators, and boards have a strong common interest in improving the human condition through education and that this common interest transcends their differences.
5. That teachers, administrators, and boards of education all have a unique contribution to make in the improvement of education.
6. That the quality of education is strengthened when the power and wisdom of both teachers and management are maximized. (Conversely, when any of these groups are denied full opportunity to participate, the quality of decisions will be impaired.
7. That cooperative problem solving between employers and employees raises the morale and productivity of both.
8. That transactional behavior in problem solving offers the best stratogem for accommodation of organizational goals and employees' needs, and thereby maximizes the satisfaction of both.

Professionalism A Possible Safeguard for the Public

Immediately the question of how one party in a negotiation situation can safely assume that the other will subscribe to assumptions such as these is obvious.

For boards of education the writer believes that there is safety in the emerging professionalism of public school educators. The current professional negotiations agreement espoused by the Illinois Education Association bravely states in the preamble that, "Teaching is a profession."

Brief research quickly exposes numerous characteristics either of a profession or a professional person, several of which support the images of competency and dependability. Professions are characterized by a systematic body of theory. Skills within a profession derive from an internally consistent system called "body of theory" and are distinguished from skills in crafts like those of diamond cutter or cabinet maker. A professional person has a special kind of authority in that the professional rather than client determines what is best for the client (pupil). The client surrenders many of his prerogatives to a professional. Practically all professions have a regulative code of ethics which protects the public against misuse of monopoly power.[4]

Consistent with the code of ethics is the orientation within a profession toward horizontal, collegial authority rather than to the bureaucratic conception of strict, vertical, unilateral authority. Also consistent with professional ethics is the use of knowledge and techniques directly upon or in behalf of a client in order to maintain, or induce in, the client a culturally determined and socially approved state of well-being. Concern for and dedication to the interests of the client is generally mandated by professional ethics. In most professions there is a strong belief that the profession makes a contribution to a better life. For most professions there is a relatively long period of preparation resulting generally in permanence of the occupation.[5]

Adherence to a code of ethics, zealous concern for the interests of the client (pupil), and elements of altruism should help assure that selfish militancy will not prevail or that demands will be destructive.

There is no such easily discerned safeguard for faculty to use when eyeing school boards. Associations of school board members or individual boards of education generally do not have meaningful codes of ethics. Though readers can document many exceptions of persons being elected or appointed to school boards for petty, spiteful, or selfish reasons, board members usually are elected or appointed on the basis of their vision, altruism, and positive concern for high quality education. The election process continues to be the best guarantee of having board members who would subscribe to assumptions like those of Wynn until such time as boards of education have and adhere to codes of ethics.

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[4] Ernest Greenwood, "Attributes of a Profession," Social Work 2, No. 3, July 1957, pp. 44 - 45.

[5] Neil H. Cheek, Jr., "The Social Role of the Professional," in The Professional in the Organization, Mark Abrahamson, ed., Rand McNally and Co., Chicago, 1967, p. 74.

Advantages of Integrative Theory

The conflict-adversary model as embodied in the distributive theory severely limits communication. Agreements built on this model tend to favor tight discipline within the faculty bargaining organization with the talking being handled by one spokesman. Also favored under this model is a single spokesman or negotiator for the board of education. He, too, is supposed to have "authority" to make, within predetermined limits, commitments that will be honored by the board of education. This procedure diagrammed in Figure 3[6], can hardly be argued to be in the public interest[7].

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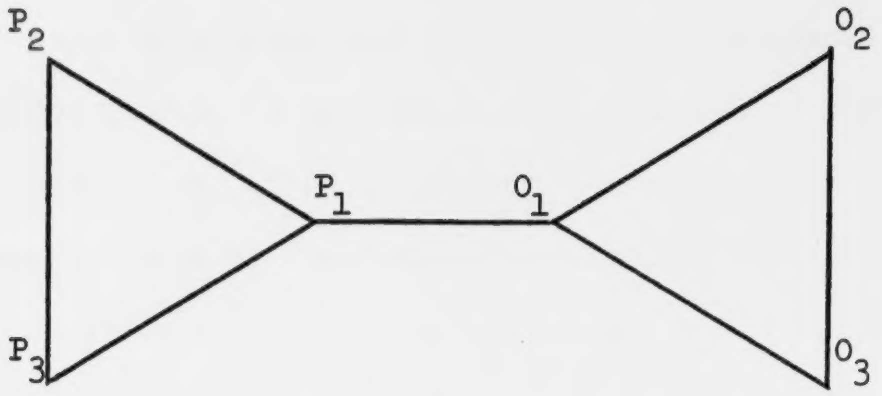
[6] Richard E. Walton and Robert B. McKersie, A Behavioral Theory of Labor Negotiations, McGraw-Hill Book Company, New York, 1965, p. 141.

[7] That discussions between these two representatives can be private under Illinois law is to the writers shocking, productive of improved morale, or inclusive of bright new ideas.

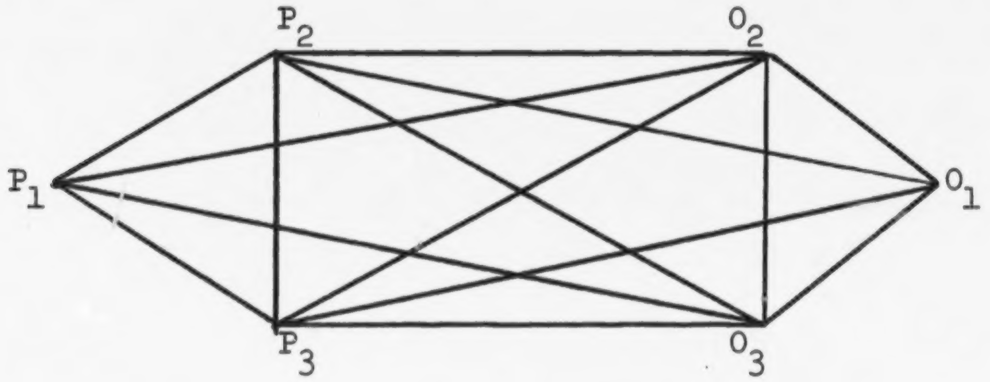


(a)

Communication is free within Party and Opponent teams; only chief spokesmen P_1 and O_1 communicate across team boundaries.

Figure 3

By contrast the integrative theory would inculcate wide open discussion, offer more probability of improved morale, and provide more opportunity for input of constructive new ideas. A diagram showing the kind of dialogue that could take place under this model is presented in Figure 4.



(b)

All possible communication channels are open among six participants forming one problem-solving group.

Figure 4[8]

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[8] Richard E. Walton and Robert B. McKersie, A Behavioral Theory of Labor Negotiations, McGraw-Hill Book Company, New York, 1965, p. 141.

Proposal

We are not yet at the point of full blown professionalism in most public school faculties nor will the current emergence of "teacher power" and the competition between competing organizations for teacher membership permit immediate changeover to integrative negotiations or Wynn's "collective gaining" in most school systems. This proposal then is suggested for somewhat eclectic use in developing local negotiations agreements. It is proposed that as much of the substance of what is to be negotiated, as can be agreed upon by the faculty and board of education, be made subject to integrative bargaining and the minimum possible be made the substance of distributive or conflict-adversary bargaining. A proposed objective is to have all substantive matters subject to integrative bargaining. Certain state school laws, the circumstance of employment in the public sector, reactionary boards of education, power hungry faculty leaders, and competition between the NEA and the AFT will probably prevent for some time a move completely into integrative style bargaining or dialogue.

CHAPTER VII

PPBS: Issues and Implications

by

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Within the literature of the past few years there have been some new and sometimes unfamiliar terms which have been appearing relative to educational administration. Some of these terms include: systems analysis, programming, performance, input and output, quantitative analysis, decision centers, and cost-benefit analysis. The concepts of the above terms and their interrelationships formulate the basic Program-Planning-Budgeting-Systems.

This is one of the most recent innovations in the total educational program of some larger school districts. While PPBS will not be a panacea for education, it provides a new approach to an old problem--that of improving learning. While the potential magnitude of PPBS as an administrative tool is yet to be assessed, educational decision makers are expressing increased interest in the possible application of PPBS to school management.

Today's complex era demands a new appraisal of school expenditures. Even the smallest school district now includes many special, complex programs, a variety of cost classifications and multiple types of local, state, and federal income. They are now implemented through the accounting practices of the past which are now inadequate for the task. Therefore a better budget information and organizational system is needed for more intelligent decision making. Presently in Illinois only two districts are actually implementing such an educational management design. However several larger systems in most states are studying the virtues of PPBS and some will soon adopt this method. Some districts are using modified versions in their attempts to implement PPBS. Only one state (California) is known to be studying use of this system throughout the state.

Major Aspects of PPBS

"PPBS is more than a system of accounting. It involves basically five characteristics that constitute the management design," according to Wesley Gibbs,[1] Superintendent of Schools at Skokie, Illinois. "These include: (1) developing a program budget, (2) identifying specific objectives, (3) measuring gains toward each objective, (4) developing long-range planning, and (5) considering systematically, the most effective means of obtaining stated objectives."

Program budgets are designed to identify related services or activities as meaningful program areas. Traditional line-item areas such as administration, instruction or student and community services give very little information relative to the cost of a specific program such as elementary reading or junior high science. In order to implement PPBS it is necessary to modify the present legal structure of the budgets.

Present Financial Management Problems

Most school districts today are faced with staggering challenges in the management of their public education responsibilities. Their difficulties are summarized under eight main areas which are:

1. NO LONG-RANGE PLANNING - Most districts have little comprehensive knowledge of their operating requirements for the next five years.

2. NO PROCESS FOR ESTABLISHING PRIORITIES - The school district usually has not established priorities nor made decisions regarding fund requests on a systematic basis at any decision level below the superintendents.

3. FINANCIAL REQUESTS UNRELATED TO FISCAL TAXING POWER - Annual appropriations are usually prepared in terms of revenue limitations and are usually scaled down to match revenues.

4. LINE-ITEM BUDGETING WHICH MINIMIZES THE ABILITY TO MANAGE AND DOES NOT IDENTIFY RESOURCES WITH SPECIFIC EDUCATIONAL PROGRAMS - Most appropriations are made by line-item object of expenditures which limits the management choices during the year once the budget is adopted. Also, expenditures are seldom identified with specific programs or educational goals of the system.

5. NO ATTEMPTS TO SHOW LEAST COST ALTERNATIVES - Since immediate needs usually come first, management faces a major problem in carrying out longer range, more permanent solutions.

6. LACK OF PROGRAM MEASUREMENT - Since education does not have the stern discipline of the profit and loss statement, most districts have avoided measurement and evaluation of programs. Schools are using only a few of these measurements, such as a continuous reading level test. Some districts assume that higher per pupil cost means more education. Overall comparative information among school districts appears to be the only measure now being used. The wide use of this kind of comparative cost analysis probably stems from the absence of other measures.

7. LACK OF FINANCING AUTHORITY COMMENSURATE WITH RESPONSIBILITY - Last, but most important, the question of responsibility, authority, and accountability throughout the entire financial management structure pose several real difficulties. This begins with the fact that most superintendents lack the power to allocate the funds, a function of the board of education. The superintendent must share this authority with the board of education. The board is also required to implement decisions by funding them. It can be broadly stated that in the typical school system, authority is not commensurate with responsibility; therefore, no one can be pinned down long enough to be held accountable for results.

These are some of the major present financial management problems. In too many schools the financial management has been that most expenditures are inevitable and, in any event, they are automatically approved. For these reasons several new approaches have been tried in recent years to remedy these problems. However, none of the new approaches are panaceas which will sweep away all problems. Yet, some suggested solutions may offer much benefit. This writer has studied the various approaches and is further investigating the issues and implications of PPBS.

Issues and Implications

PPBS requires a much more complete and detailed plan in which each program is a developed total plan that integrates all programs into a whole. The framework for long range planning is provided by this system. Total program costs and anticipated costs can be analyzed in terms of outputs or products, thus facilitating future plans. Perhaps the most important goal of this system is to help decision makers make a rational decision concerning the individual programs and the whole, integrated program. This can be accomplished by considering each of the facets.

Planning - Planning involves the setting of goals, the determination of objectives, and the evaluation of alternatives in a time frame of more than one year. It should make a clear statement of general educational policy and should provide guidances in the process of allocating of resources. Also, it should serve as a basis for establishing specific objectives. At the end of the year the staff and board should examine the progress made to date, account for successes and failures, and update the goals, the program and activities, and methods of evaluations.

Programming - Programming is the means by which the school district carries out the goals of the board of education. Goals are formulated in such a way as to facilitate related planning, programming, and financial budgeting. The total program should be a concrete expression of the goals and objectives of the system and should be compatible with the specific goals of the more specific programs for which resources are allocated.

Budgeting - Program budgeting identifies cost with departmental responsibility to a program budgeting and reporting system which also relates expenditures to educational and other goals of the district. In such a system budget elements are expressed primarily in terms of what they are getting out of the expeditures, and secondarily in what they are putting in. Therefore the system presents the educational program by function and activity according to objectives or "outputs." This can be further explained by stating that an output is improving student skills in reading or math, and the "input" would be a specific number of teachers, aides, etc. requiring a specific number of dollars. The principle benefit of the program budget technique is ease in matching or interfacing of financial budget to a program.

At the same time, a basis is provided for performance measurement and management through a synchronized reporting system. First of all the expenditures must be grouped by programs and activities. Next the accounting and financial reporting system must be synchronized with the program budget. The next steps should include an accrued expenditure system instead of the widely used cash disbursement systems. All of this must be used with the measurement of work actually accomplished.

Using PPBS to Manage - Managing with a program performance budget requires a financial plan that reflects the outputs and work goals of long and short range program plans plus a review of the progress being made against the approved plan. The mandate to the operating executive is to execute the objectives set forth by the school board within the total resource constraints, and not merely spend within the line-item limits. Thus managers are free to manage and resources can be shifted among line-items, because performance is the watchword.

Hartley says that the fact that programmer budgeting is not easily implemented is underlined by the difficulty of locating a school district that has implemented it. In Illinois it seems that Skokie Elementary District 68 is getting results in its new experiences with PPBS. Several other districts are working with bits and pieces. Hartley does feel strongly that PPBS is worth the effort if a district goes into transition with a minimum of ego and over-confidence and a maximum of flexibility.

Hartley,[2] lists the following advantages of PPBS:

(1) The budget is structured on the basis of curricular programs, goals and results, Hartley says, rather than on conventional line-items. If $10,000 is spent for new textbooks the budget will have to show why this was done and what result is expected.

(2) The budget planning, ideally, includes evaluations to measure actual accomplishment against a program goal.

(3) The budget is integrated with long-range fiscal planning and includes estimates of needs and costs over a five-year period.

(4) The planning operation permits a district to first decide what it wants to accomplish, list alternate methods of reaching a certain goal, and then choose the path that is best in terms of time, effort and money.

(5) Budget planning also includes specific provisions for review and modification at regular intervals. A district can decide, for example, that a reading program did not produce desired test results after a planned period of use, and thus another method should be employed.

(6) More information is obtained about future needs of the district and about future costs, so that the total implication of a decision can be fully appreciated.

(7) There is no one best way to design a program budget, so that a district has the option of choosing that method which is the easiest to implement and translate to the public.

(8) Within the system, decision centers or cost centers, can be developed so that an administrator can obtain program and fiscal data from any part of his organization.

(9) The planning necessary for a program budget produces a document that the public can understand. People will be able to see exactly how money is being spent, why it is allocated in a certain way, and how successful the expenditure is in helping to attain a specific educational goal.

(10) The planning procedures in PPBS can be used to measure the performance of staff and pinpoint accountability.

Some of the disadvantages are listed by LaMar Hill[3]:

(1) PPBS would increase outside control and districts would lose their autonomy.

(2) It could promote "conservative" administration which could minimize programs.

(3) It increases the length and volume of budget documents.

(4) There is some difficulty in assigning costs to program (direct and indirect).

(5) It is difficult to decide what is a meaningful program.

(6) It requires better trained personnel.

(7) It is difficult to measure output.

Carl Wilsey[4] notes the following disadvantages in a recent article:

(1) Takes time, money, and skill to develop and operate.

(2) Results in more detailed accounting and budget documents, requiring summarization or interpretation.

(3) May result in placement of too much emphasis on the costs of programs rather than their benefits.

(4) May meet with resistance from staff members who resent systematization of the education process.

Schools willing to attempt the PPBS approach must struggle to find the patterns and goals most suitable to their systems. They must be willing to be very flexible. For example, when the Skokie district implemented its program budget for 1968-69, it chose a subject-oriented array of programs. During this past year this plan was modified and restructured to be organized by grade level in grades K-5 and by subjects for grades 6-8. In an article by Gibbs and Kent[5] the following reasons were cited for the change:

> The reasons for the change at the elementary level are twofold: (1) early work with the district's Goals Committee indicated a concern for the whole child, i.e. a child's personality, social and academic development (clearly, a completely subject-oriented district would not speak to these types of goals); and (2) managing programs by subject would have demanded too much reorganization. Under the 1968-69 system, it would have become necessary to assign K-5 directors to each subject area program, in order to give appropriate thrust to program planning and decision-making. Since the district was already organized with grade level chairmen in each building, the shift to a grade-oriented system took advantage of this.

In a personal interview Mr. Gibbs mentioned that the staff has completely accepted the system and that each building has a program leader for each grade level who is responsible along with the principal to create the goals and objectives. By all indications the Skokie plan is working very well and will probably be used as a "model" for other school districts to follow.

In this study of the issues and implications of PPBS it is difficult to weigh each advantage or disadvantage and be able to conclude that PPBS is all bad or all good. Certainly our present systems also have several advantages and disadvantages. It is quite evident that PPBS is spreading rapidly throughout the country. The recent study being made by the Association of School Business Officials should shed some light for the system. According to a statement made by Dr. Oscar M. Chute,[6] PPBS is moving rapidly. He suggests:

> "Mr. Superintendent, don't wait until some form of PPBS is mandated at the federal or state level. If you have not already done so,

> get acquainted with it now. This may be our chance to move away from decision making based pretty much upon the blood pressure of the professional participants toward a position where we will be able to choose from alternatives based upon the relative cost of each program, and more importantly, what benefits accrue to our clients - the children and youth entrusted to our care."

As a final word, there are those who say PPBS is "too far out" - and probably for those a few years ago computer scheduling, reporting, non-graded schools, flexible scheduling, television instruction, etc., all seemed "too far out." Judging by the current trends, PPBS will be a reality in larger districts sooner than one may expect.

PROGRAM - PLANNING - BUDGETING - SYSTEMS: ISSUES AND IMPLICATIONS

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CHAPTER VIII

Bureaucratic Stagnation: A Need for Change

by

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Since the Industrial Revolution, the bureaucratic form of organizational structure has had common acceptance, and, in a large measure has been quite effective in the realization of organizational goals. Southeastern Illinois College, a public junior college, has evolved within this typical framework of organization and structure.

The college, established in 1960, was conceived as an appendage to and an extension of the Harrisburg High School. Through its parental association, it assumed some of the basic characteristics of the parent organization in both structure and philosophy. Many of the original staff, most of whom are still incumbents, were appointed from the parent high school staff. Although legally and theoretically an institution of higher education, Southeastern Illinois College's pattern of operation, despite a formal restructuring, continued to reflect the flavor of a secondary school.

In the initial stages of operation, because of the limiting elements of its mission to offer quality transfer programs, policy was developed within divisions and departments along unilateral and provincial considerations. Due to the expedient nature of its mission, and also because of an extremely light staff of administrators (a superintendent for both the high school and college plus one executive dean) the institution grew "like Topsy" and departmental and divisional "empires" were spawned and subsequently nutured. Decentralization in this case, was not a pre-conceived pattern for participatory administration, but more resembled the classical laissez faire pattern of non-intervention.

As the college developed a more comprehensive mission and assumed responsibility to extend liberal education and to develop vocational, technical and adult programs, a review and change of objectives and goals became necessary. With the subsequent change in structure and operational mode, behavioral patterns of the staff have been somewhat dysfunctional with the appropriate goals and objectives of the college.

There is obviously some danger in the chief administrator assuming the role of diagnostician. Some symptoms are sympathetic in nature and only reflect another symptom, not the malady itself. The major purpose of this study is to review relevant literature concerning dysfunctional behavior and make appropriate application of such knowledge to the existing situation.

Subjective as it does appear at this stage, the writer's perception reflects this situation essentially as it obtains at Southeastern Illinois College:

(a) Although there is no open and aggressive "cold war" between teachers and administrators (mostly deans), there is a passive resistance reflected in apathy and "wheel spinning."

(b) There is presently a reluctance of the staff, as a group, to accept the general purposes of the organization. The evolving development of sub-baccalaureate programs (remedial, technical and vocational) are not considered to be appropriate "higher education" endeavors.

(c) There appears to be an over concern with encroachment on divisional or departmental "vested interests", including fear of erosions of personal power and prestige.

(d) Student-teacher interaction is particularly lacking in informal settings. Interpersonal relationships generally are limited to fomal classroom and laboratory settings. Students complain that many teachers are not concerned.

(e) There is a mood of indifference as to revision or development of programs.

The crucial consideration for the college president is to identify those patterns of interpersonal relations that improve and develop professional behavior. There is abundant literature, with empirical data, that support the effectiveness of participatory administration as opposed to its authoritarian counterpart. Before generalizing, however, something should be mentioned in defense of the role of a college president. There are, by virtue of tradition and prestige, those teaching personnel of the higher education enterprise, including junior colleges, who view with disdain and even horror the very thought of being subject to administrative manipulation toward the end of efficiency or effectiveness. Therein lies the complexity and uniqueness of leadership in this academic situation.

Nevertheless, the legal responsibility for leadership at all echelons of the institution ultimately devolves upon the president. For no matter what tone of leadership prevails, be it strong or weak, efficient or ineffectual, the president will get the praise, the reproof, the blessings and the damnations. He is held accountable for any and all failure to realize the objectives of the institution.

The college president is expected to get results. He is expected somehow to learn, on the job, how to promote the goals of the institution with due regard for the personal motivations of those who make up the organization. It is then incumbent upon the president to be concerned with planning and to involve effectively the faculty in this planning and achieving. He must be concerned and knowledgeable about the extent to which his actions bring about changes in the way faculty interacts in solving a problem.

If, according to Bennis[1], leadership is the fulcrum on which demands of the individual and the demands of the organization are balanced, the stereotype or traditional bureaucratic model appears far too ineffective for the organizational structure in a junior college. Admittedly, the classical collegial pattern, accepting peer status as a basic concept, cannot immediately be obtained at this institution. Professional commitment and the subsequent assuming of responsibility are not sufficiently evident with the staff at this point. This is evidence, however, to suggest that the bureaucratic model which espouses the assumption that authority is the central indispensable means of managerial control has serious limitations. According to McGregor[2], if employees are lazy, indifferent, unwilling to take responsibility, intransigent, uncreative, uncooperative, the causes lie in management methods of organization and control.

The following statements and positions, only a fractional part of the literature scanned in search for appropriate information and findings, invite special consideration insofar as the problem appears at Southeastern. As limiting in scope as they appear, they seem to present a logical point of approach in moving to an improved organizational structure with subsequently improved interpersonal relationships.

1. It has been assumed that organizational requirements take precedence over need of individual members. The concept of integration in McGregor's Theory Y[3] carries the implication that the organization will be more effective in achieving its objectives if adjustments are made in significant ways to the needs and goals of its members.

2. The Scanlon plan[4], although industrially oriented, suggests, with certain modifications, application for participative management for any bureaucracy. Its strength is that interdependence is accepted, reliance is placed on the knowledge, the ingenuity, the innovativeness of all the human resources of the organization.

3. There seems to be apparent merit in the consideration of the "managerial team" concept. Job descriptions, line and staff assignments, and areas of exclusive supermacy or managerial authority substantially erode when there is collaboration in making one's own resources of knowledge, skill, and experience available to others and, conversely, obtaining help from others in fulfilling one's own responsibilities.

4. According to the findings of Sergiovanni[5], effective administrative behavior would not exclude or ignore the sources of job dissatisfaction. Supervisory behavior, interpersonal relationships, and other factors relating to the conditions of work are necessary components in promoting an environment which will enhance job satisfaction for teachers. Teachers whose energies are taxed in coping with sources of job dissatisfaction will tend not to be vigorous and dynamic pursuers of work centered satisfaction.

5. In accepting the hypothesis of self-actualization derived from participatory administration, caution is appropriate since, according to Fromm[6], most people do not want complete freedom. They want to know the limits within which they can act. Strauss[7] confirms that "individuals are not motivated solely to obtain autonomy, self actualization, and so forth. With various degrees of emphasis, individuals also want security to know what is expected of them.
   Power equalization may certainly stir up a good deal of anxiety among those who are not prepared for it, and at least some individuals may be reluctant to assume the responsibility that it throws upon them.

6. Particularly for Southeastern, it must be considered that to make general or participative management work, many of the old line autocratic supervisors must be retrained or replaced. This is an expensive process which may result in the demoralization or elimination of the organization's most competent individuals.

7. So, what about the president? It becomes imperative that he review his cognitive biases and prejudices and assess his personal characteristics relating to interpersonal relationships if serious consideration is to be given to the modification of a bureaucratic structure toward a more participative pattern. According to Gibb[8], the key to this emergent leadership centers in a high degree of trust and confidence in people. Leaders who trust their colleagues and subordinates and have confidence in them tend to be open and frank, to be permissive in goal setting, and to be noncontrolling in personal style and leadership policy.
   Leaders with a great deal of self-acceptance and personal security to trust others, do make trust assumptions about their motives and behavior. The process of allowing people to be responsible for their own destinies, for setting their own

> targets, assessing their own developmental needs, searching out resources to aid in job accomplishment, and participating in setting organizational objectives is basic to high trust leadership.

One is inclined to ponder why there should be any doubt as to the pattern of effective leadership. Research, particularly the work of Likert[9] confirms the viability of the participative mode. To accept the validity of findings and to implement changed and modified patterns of organizational structure are not necessarily compatible unless certain variables can be identified. In other words, Southeastern Illinois College is a unique institution in that it has a unique history, setting and staff, as every organization is unique for those reasons. It is incumbent for the administrator to identify those variables that especially affect the areas of concern. One can be committed to a philosophy, but the stages and rate of implementation, for the sake of the survival of such a philosophy itself, are most crucial.

Insofar as implementation itself is concerned, the participation concept seems to be most appropriate and has priority. At the outset, the parties in conflict should collectively participate in identifying areas of dysfunctional behavior. Rensis Likert's[10] The Human Organization offers both a format and an area of content, with some modification, to assess degrees of participatory involvement.

The aforementioned considerations as listed on pages 6 through 8 will necessarily temper and control both the scope and rate at which organizational structure and interpersonal relations are modified. Crucial questions are raised. How much autonomy does the staff desire and how much staff responsibility can be assimilated within a given increment of time? Can the administrators, at the stage of implementation, accept and gear compatible response patterns for decisions by and the acceptance of responsibility of subordinates? In other words, can the president and supervising deans delegate decision making to subordinates and be willing to abide by the consequences of those decisions?

Obviously, implementation of a more participative mode of relationships can evolve within a modified bureaucratic structure. The classical collegium does not appear viable at this embryonic and unsophisticated stage of development. With a view to a more participative concept, a modified bureaucratic arrangement has promises of success. The pattern of the changed bureaucratic model depends upon the areas identified as a matter of concern, the calculated pace of change, and the professional committment of those who perceive the need for such change.

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CHAPTER IX

A Study of the Organization and Utilization of Lay Citizens' Advisory Committees in the Planning of Educational Programs

by

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There is no question of the value of increased use of lay citizens groups by school districts as an effective means of securing public opinion regarding numerous educational problems. Within the last ten years has come a notable increase in trade literature describing successful techniques used in organizing and perpetuating such groups. More and more school personnel have no doubt found increasing opportunities for contact with lay committees in which they have been called upon to act in a consultant capacity. Such has been the experience of the writer during the last eight years--assuming the role of consultant to several citizens' advisory committees, with little previous preparation or training.

It is inevitable that from such contacts must arise many questions in one's mind relating to a more effective means of working with a large variety of eager citizens dutifully pursuing solutions to educational problems of varied degrees of complexity. Thus, during the course of this paper, the writer will attempt to summarize ideas evolving from current literature, conferences with specialists in this area, and impressions gained by actual observations of highly acclaimed citizens' groups as they analyze and plan courses of action for solving pressing problems they have been charged to study. Essentially, attention will be directed most often to the following areas: selection of members of citizens' groups, effective group processes to be used with a heterogeneous assembly of citizens, intensity of study, assimilation by the public schools of committee recommendations, and effective communications between lay committee members and the professional staff.

How are committee members best selected and evaluated for appointment? Merle Sumption states that "two selection plans have evolved as the most satisfactory. The first is direct selection by the Board of Education with a planned effort to secure a thoroughly representative group. The second is the use of a selection committee composed of three to five substantial citizens, chosen by the Board of Education with the same objective. This latter procedure is particularly recommended when a continuing committee is being chosen."[1]

The writer tends to favor Sumption's latter method since it would appear to expand the potential from which committee members could be selected. In many cases, it would also discourage the selection of community members who have a record of being inclose accord with the Board of Education. Consideration should be given to the addition of representatives from the Board, the school administration, teachers, and non-certified staff who could serve as non-voting consultants to the selection committee if needed.

Hamlin offers the following characteristics most desired among members of a citizens' advisory committee: high general ability and, if possible, demonstrated ability in dealing with school affairs; understanding of the importance of public education, with time available for work on the committee; certain personal characteristics such as personal integrity, responsibility, maturity of thought and action, cooperativeness, openmindedness, and tolerance of varying points of view.[2] Many authorities stress the importance of forming a citizens' advisory committee with a membership representative of all elements of the community in respect to age, race, sex, occupation, religion, geographic location, etc.

In our computer-based age, innovative school districts could lighten the load of the selection committee by compiling and making available a complete listing at least of all parents of school children.

What dynamics of group interaction bring about best results from Citizens' Advisory Committees?--Withall and Lewis point out that: "A group . . . is characterized by the interaction of its members in such a way that each person is changed by the group and changes as the group changes. A collection of individuals becomes a group as members accept a common purpose, become interdependent in implementation of this purpose, and interact with one another to promote its accomplishment. . ."[3] Other specialists in the field believe that leaders will emerge if the group will sit and wait long enough. It is effective to use the principles of group dynamics and let the group select its own leaders, because the "cream" will probably come to the top.

On the other hand, a group of 15 or 17 community citizens appointed to an advisory committee definitely needs supplementary assistance, and that assistance should come from a specifically assigned consultant. Preferably, the consultant should be a well trained and experienced (if possible) individual, perhaps provided by the Dept. of Field Services from a nearby college. If district finances are not sufficient to pay for such assistance, at least some qualified staff member from the local schools should be assigned to assist the committee in its early stages of progress.

Sumption suggests that "A typical first step is one of orientation to the school system which is to be served. Usually the Superintendent and his staff appear before the committee to supply information about the many facets of the school system and its program."[4]

Logically, the next step could very well be the selection of temporary officers: a chairman, a vice-chairman, and a secretary. It is usually advisable to defer the selection of permanent officers until a later meeting.

The writer, in his observations of committees in action, was impressed by the many times the need for identity was expressed by committee members. Among some of the methods reported by school administrators as a means of providing "identity" for their advisory committees were the following: special stationery; office space; secretarial staff; and special identification cards which were given to members for presentation during school visits. Many Boards of Education hold one annual joint dinner meeting between Board members and the citizens' committee at which time the work of the previous year and plans for the coming year are discussed informally.

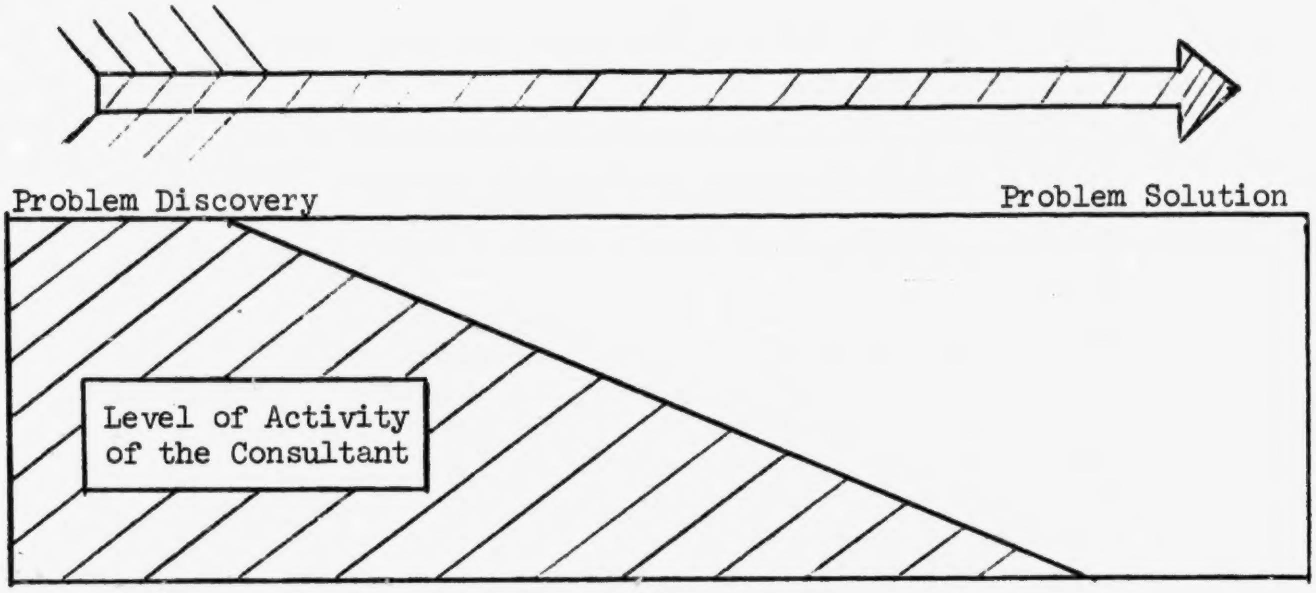
Regarding the consultant's role as it relates to the citizens' advisory committee, authorities on the subject have written quite generously regarding their views of his effective behavior. Williams offers the following "Guidelines for the Consultant": "Just as it is difficult for any master at his trade to convey his technique by word or demonstration, so is it difficult for the accomplished consultant to impart with finiteness the methodology which will guarantee success to others. There have been volumes written on both the technical aspect of consultancy and the human relations aspect, but in the final analysis success at the task reduces itself to a magic moment when the choice of action is made along with implementation of that choice through a subtle blending of human interaction. Indeed, it may be that the consultant's greatest contribution is one of aiding people to improve their knowledge and skills in human relations. In short, his task may be threefold:

1. To help people solve problems where solution is possible.
2. To help people resolve predicaments where no solution is possible.
3. To help people absolve themselves from a sense of failure because absolute solutions are not reached. In other words, to create an atmosphere which will permit the realization that ongoingness is an inherent part of any alive organization, and absolute and final solutions are not always possible or even desirable."[5]

Garner suggests that the consultant's job does not begin with a problem as perceived by the group, but instead, properly begins with leading the group to probe the symptoms which have been previously diagnosed as a problem.[6]

Williams stresses that "It is important that a consultant be able to analyze the change forces in a group and the resistance forces. It is always possible that any amalgam of people will talk change and think stability without ever realizing that they are doing so. It is also possible that the change forces or the resistance forces are not equally verbal or demonstrative. Eagerness for change on the part of a group or organization does not always indicate readiness for change. Here is a key spot for the consultant, and one where he should really earn his money. It is up to him to see that the alternatives are at least aired, that the research necessary has been pointed to and has been carried out, and that the background which caused the present condition has been made fully obvious and available."[7]

Garner offers the following diagram which illustrates the level of activity of the consultant as the committee moves from "problem discovery" to "problem solution".[8]



What degree or intensity of study can one expect from the committee members?--Before the writer touches on "intensity of study", let us review suggestions from various authorities regarding appropriate areas that citizens' groups might study. Sumption specifies the five major areas of study and recommendation as: 1) development of policy, 2) development of long-range plans, 3) school-community problems, 4) evaluation, and 5) school-community communication. He also adds "While the academic evaluation of the school program is the job of the professional educator, it can only be properly evaluated in relation to educational needs of pupils. And finally, he stresses that ". . . lay citizens should leave to qualified professional people the planning of courses, the choosing of textbooks, the methods of instruction, the employment of teachers, teacher promotion and transfer, and the selection and use of instructional materials. As an advisory group, the committee should not recommend or endorse candidates for the Board of Education."[9]

Phipps and Knell believe citizens' groups need a period of in-service education. They recommend the following techniques:

1. Provide new members with a general orientation.
2. Provide access to a library collection of school and educational material.
3. Orient committee members regarding background of educational problems prior to their study by committee. This should be done by the superintendent or his representative.
4. Study "rules of operation" for the citizens' advisory committee.
5. Have a member of the executive committee of the citizens' advisory committee visit school board meetings.[10]

Obviously, the degree or intensity of study one can expect from a citizens' committee is dependent upon their topic of investigation. For example, the subject of "School Building Needs In The Future", lends itself to a fairly intensive analysis of enrollment projections, review of existing facilities, availability of land for school use, and faculty suggestions relating to innovative instructional programs. The experience and training of many committee members would lead one to expect a thorough and valid report as a result of their investigations.

On the other hand, a committee making a study of the administrative structure of the elementary schools (self-contained classrooms, non-graded, homogeneous grouping, etc.) can only suggest innovative plans that appear interesting to the members (middle-school concept) and express their willingness to support a change in that direction should it be made by the professional staff.

Trade journals, textbooks, and other resource materials can be read by committee members with a reasonable degree of understanding. However, time is needed for discussion with the professional staff members for the development of understanding in depth.

The lay persons on citizens' groups are in a position to express their preferences regarding what they would like to see done, but should not be expected to indicate how it should be done.

How can resulting committee recommendations best be evaluated and assimilated by the public school administrative and teaching staff?--It appears to the writer that the problem of utilizing recommendations made by citizens' advisory committees is one of the most difficult encountered by school personnel, and yet there is a scarcity of written material directly related to this issue. There are, however, some basic ground rules discussed in the literature insofar as the presentation of recommendations is concerned. For example, Phipps and Knell assert that the committee should report its recommendations and suggestions directly to the Board, never to the public. When the Board appoints a citizens' advisory committee, it assures an obligation to consider carefully the opinions of the committee and while the Board is not obligated to act favorably on all committee recommendations, it should be prepared to state specific reasons when it does not act favorably.[11] Lloyd suggests that provisions must be made for minority reports, either from individuals or from groups within the committee. Such minority reports could serve to clarify otherwise "fuzzy" policy statements.[12] Even though budgetary problems are uppermost in the minds of Board of Education members, no sound recommendation should be withheld simply because of cost factors.

At this time, the writer would like to report briefly on the procedures used by the school district quite familiar to him, for the evaluation and assimilation of recommendations submitted by its citizens' advisory committees. At the completion of its study for the year, the advisory committee presents the written report to the Board of Education in person at one of the regularly scheduled Board meetings. After this session, the report is presented by the Superintendent to the All-School Council (Administrators and teachers representing all buildings in the district), whose members in turn present it to their local faculty groups. The advisory committee report is studied and discussed thoroughly by each teacher and administrator in the district. Faculty reactions to each recommendation are relayed to the Superintendent via the All-School Council (usually at the next two or three meetings.) The Superintendent, after thoroughly studying faculty reactions, finalizes his own recommendations to the Board of Education in respect to acceptance or rejection of elements contained in the citizens' advisory report. The Board of Education then takes final action on the report and authorizes the Superintendent to implement the recommendations that have been approved.

The procedure described above may appear somewhat time consuming and cumbersome, but has worked quite effectively during the past fifteen years in one specific school district.

How can communications between lay committee members and the professional staff achieve a higher level of effectiveness?--Much of the literature concerned with school-community relations stresses the importance of a highly effective means of communication. Sumption warns that "Failure to establish and maintain clear and effective channels of communication between school and community is probably the cause of more misunderstanding and criticism than any other single inadequacy."[13] Hamlin, speaking specifically of functioning citizens' advisory groups, relates that "It has been found that a central citizens committee needs and wants the help of ex-officio members representing the Board of Education, the administration, the teachers and the non-professional staff. One representative of each group meets regularly with the committee. The Board, teachers, and non-professional staff should elect one representative each. The Superintendent, or someone named by him, represents the administrators."[14]

Experience indicates that such ex-officio members described above, in actuality are not too often used, perhaps partly due to their tendency to inject their own ideas into a discussion that in reality should seek to evoke the thinking of the local citizenry. However, this arrangement under the right conditions could be most effective.

Initially, it would appear that the general consultant could serve as a liaison between the committee and the school. Other than being responsible for the distribution of minutes of each meeting to school personnel, the job is too extensive for one person to accomplish by himself. What is most needed is personal contact between members of the citizens' advisory committee and the school staff. Why not invite committee members to faculty meetings periodically so they may report progress (or lack of it) to teachers and administrators? Valuable discussion could result from these meetings, and with that, a decrease of suspicion in the minds of staff members who so often mistrust the motives of well meaning committee members.

In conclusion, the writer has submitted the following guidelines as suggestions for improving communications between advisory committee members and the professional staff. It appears that few have been used or found expedient for use in most school districts of his acquaintaince.

1. Establish ex-officio membership at each citizens' advisory committee meeting, consisting of representatives from administration, Board of Education, and teaching staff.

2. Promote the distribution of minutes of the citizens' advisory committee meetings to the principal of each school in the district, who in turn will present and discuss the minutes with the staff at a local faculty meeting.

3. Invite other school personnel to meetings of the citizens' advisory committee to serve as resource persons who can provide valid information pertinent to problems under discussion.

4. Increase the number of visits made by members of the citizens' advisory committee to the individual school building. Include informal discussion sessions so that suspicions of many staff members can be diminished or expelled.

5. After the final report submitted by the citizens' advisory committee has been released to the staff, invite members of the committee to meet with the staff for further discussion. This step could help clarify recommendations that otherwise might appear unclear to teachers.

No doubt, citizens' advisory groups have become an integral part of many school districts and they do perform a most valuable function. It behooves administrators to do all in their power to promote greater understanding by the school staff of the motives of the citizens.

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CHAPTER X

Involvement of Staff in New Administrative and Curriculum Areas

by

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Proposal as defined at outset of project: (1) To investigate types of organizational patterns for an Instructional Services staff that would result in the most effective orientation and in-service programs for teachers; (2) To seek a better way to organize an Instructional Services staff to provide teachers with the needed services to assist them in adjusting to their changing institutional role.

The personal experiences I had as an EPDA participant were astonishingly unlike the expectatians I had for the program. At the outset of my period of study I indicated that I wanted "to investigate types of organizational patterns for an instructional services staff that would result in the most effective orientation and in-service programs for teachers." What I expected to do was to head directly for the library, take out five or six books that would tell me how to go about this task of "organizational re-organization," seclude myself in the stacks, and then design a new program. I even wrote to Martha Hamilton prior to my arrival indicating, in so many words, that I wanted to be left alone while on campus so that I could "design" my new program. I'm glad it did not work out that way! As I look at it now, that would have been stifling and deadly.

Instead, thanks to Martha Hamilton, I started off in a manner and a direction that (to me) was totally unexpected. She suggested that I examine the literature that dealt with leadership styles to see if such readings might better help me approach the problem. I read a number of books and articles (see attached bibliography) with the result that I developed an entirely new perspective in terms of my project. My reading had the effect of swinging me around and forcing me to examine the manner in which teachers are treated in our district. It forced me to the realization that we use a double standard as we deal with people in education: the kids within our schools are treated with kindness and with great respect for their individuality (at least some attempt is made in that direction); not so the adults in the school setting! The teachers are there (in the minds of many administrators) to do a job--and their particular position is often looked at as an easily replaced item in an almost factory-type employment pattern. The effect of my reading was that I now knew that I had to examine the extent of the quality of humaneness that exists among the adults in our schools.

I now knew that to consider imposing an in-service or orientation program upon our teachers was absolutely absurd. From my reading I became aware of the needs of teachers to a degree that was more than a bit disturbing to me--disturbing because I should have known as much and disturbing because it is so sad! _Teachers are hungry for recognition_. I should have known as much--but I'd never thought about it much. _Teachers need a feeling and understanding of support_. I knew this to be so--but the importance of this factor to the mental and emotional health of teachers was not fully appreciated. Teachers need to feel that others care about them as human beings--just as much as children need to have that feeling!

These understandings regarding supportive, responsive leadership led to an examination of the leadership style that I use in my work with my staff and the teachers in our school district. Although I have been basically an understanding and warm person in my manner of leadership, I could think of a number of instances where I had acted in a most autocratic manner and with no thought given to the uniqueness of the individuals with whom I was working. What is more important I realized how uninvolved our teachers were in the decision-making processes of our district. The "sameness," "bleakness" and "blah" qualities of what teaching must be like to many of our teachers came home to me with resounding urgency.

In such a state of ideational readiness, I was quickly drawn to much of the literature now available on the topic of differentiated staffing. After examining a number of articles on this topic, I asked Martha Hamilton if she knew of anyone in the immediate area who was demonstrating in his leadership style and manner some of the things I had read about regarding the supportive role of the administrator and the utilization of the concept of differentiated staffing. Martha suggested that I see Tony Gregorc at University High School in Urbana.

Tony has a great appreciation for the adults in the Uni High setting. He has set up an administrative program which utilizes "executive teachers" (now) (instead of department chairmen) and master teachers (soon). Martha and I were lucky enough to be invited to sit in on one of the in-service training programs for the "execs." As observers we could see how the "execs" appreciated the recognition that they were given in this role, but we also felt their feelings of uncertainty when it came to some of their new-found administrative responsibilities.

Following my initial reading period and my experiences at Uni High, I talked with everyone I could about leadership style and differentiated staffing. It's almost humorous how, when I came, I just wanted to be alone and write about my preconceived program and then how, after these initial experiences, I wanted everyone's advice as to how to go about getting teachers to become involved in determining the programs that were best for them. I know this probably sounds like a fairly simple matter--but to me this was quite a transformation.

Of course I considered many specific ways to improve our orientation and in-service programs. (I investigated in some detail micro-teaching, for example.) However, I have decided to withhold any declaration of these ideas within our staff until the germ of a particular idea is born naturally within the teacher ranks. Then, at the appropriate moment, I will be able to support the teacher and her idea with some factual data.

The experience I had as a participant in this program was one of the most meaningful educational experiences of my life. A measure of its importance to me is to be found in the fact that I am still participating in the project--two months after the supposed conclusion of the project and miles away from the campus where the reading was done and the discussions were held. For the first time I am involved in an educational exercise that has truly produced a total personal involvement--not just an "aside" to the main stream of my life and work. I live this project every day in my life style on the job.

My on-the-job task now is to involve the staff in new administrative and curriculum areas--in a creative and meaningful manner. Specific tasks that I have begun since my final week on campus are as follows:

(1) Set the groundwork for the establishment of a district-wide curriculum council, with two teachers from each building (teachers to be elected from within their own ranks);

(2) Established a form of differentiated staffing organization within my own central office staff;

(3) Set the groundwork for the establishment of a differentiated staffing experiment at one of our middle schools and hired a new principal for that school (the present principal is retiring) who understands the concept of differentiated staffing and who is committed to the development of this type of administrative style. I am working closely with this principal providing support and aid. Our leadership project at this school is modeled after the Uni High program;

(4) Set up the mechanics that provide for teachers an opportunity to express themselves on school and personal matters of concern to them. Working with our Director of Research, I have developed a series of questionnaires that are designed to enable teachers to express their opinions regarding the manner in which our school district is operated.

(5) Established an In-Service Training Committee composed, for the most part, of teachers. The persons on this committee have almost total control over the type of in-service programs to be instituted for the next school year. The members of this committee have already polled the teaching staff as to their needs for the new year, and the in-service plans for the coming year represent a genuine response to those needs.

(6) Set the groundwork for a more satisfactory use of the teacher talents and the teacher resources we have on our own staff. For years we have asked in consultants from Northwestern, from New York and California and all across the country. Certainly, there must have been good reasons for utilizing and paying these experts from the "outland." And, I am sure that their contributions were in no small way responsible for our high quality program of education. However, through the years, the potential sources of expertise available within our own staff have been almost totally ignored and/or overlooked. Among our staff of seven hundred teachers, I have, in the past six weeks, located more than sixty teachers with exceptional teaching talents who should be involved as leaders and resource persons in our in-service efforts for next year. I am proposing, as a modest beginning step, that twenty of our teachers be paid one hundred dollars each to teach various sections of next year's in-service program. As I'm sure you will realize, establishment of such a policy regarding teacher leadership participation in the in-service programs promotes the recognition of teacher talent that has been absent for so many years. The administration is saying to the teacher involved in this leadership activity,

"We consider you to be a highly qualified professional staff member with skills and expertise that must be shared with your colleagues."

(7) Established a committee composed entirely of new (first year) teachers. The function of this committee will be to assess the effectiveness of our present on-the-job training programs for new teachers and to make recommendations for revisions in or modifications of existing programs. Members of this committee will also plan the orientation program for new teachers for the next school year. As a part of this orientation planning, the committee has proposed a teacher advisor-advisee program to insure all new teachers a source of counsel and advice and to eliminate that "lost soul" feeling that teachers get during their first year on the job.

(8) Established a new line of communication with Northwestern Universtiy for the purpose of enlisting the aid of that institution, its students and staff, in a more integral manner than heretofore, in the ongoing operation of our school district and in the professional growth activities of the members of our staff. As a result of our initial meetings, I have become involved in the plans to revise the undergraduate curriculum of the School of Education at Northwestern, and Northwestern is considering the initiation of a new type of teacher-training program utilizing four of our schools as laboratories. This new program would be a joint District 65--Northwestern University project and would result in equal benefit for our teachers and Northwestern's teachers-in-training.

(9) Developed a new kind of relationship with National College of Education in Evanston. As a part of this new relationship I have been given an appointment as adjunct professor on National's staff and will be involving members of our staff in various educational programs at the College.

(10) Completed the initial planning necessary to pave the way for a series of workshops for principals on leadership theory and staff differentiation.

(11) Involved my staff in the curriculum office in extensive discussions of all of the above. In addition, the members of our staff, two representatives from the principals group and five or six classroom teachers will take part in a two-day long-range planning workshop just prior to our EPDA conference in June. My hope is that many exciting ideas will result from our two-day workshop. I will be able to share these ideas with you at conference time.

My performance on the job is now of a higher quality, and my life has become richer because of this opportunity to participate in the Educational Leadership program. To all of the persons who offered their encouragement and their support -- I express my sincere thanks!

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CHAPTER XI

A Negotiating Concept with Background Material as Guidelines for Board Members

by

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Negotiations over the past few years has taken a trend which does not necessarily benefit the student. In most instances, the contracts which have been written have been for the express benefit of teachers and little or no concern has been reflected for the welfare of students. Traditionally, whether it has been a contract written by union representatives or a contract written by N.E.A. affiliates, the demands have been presented in every area as if they were adversary demands. As I view the context in which negotiations are taking place, I have a third procedure to present.

Rather than the hard line union procedure, which is based primarily on the labor concept of collective bargaining, or the N.E.A. so-called professional negotiation concept, which follows a very similar line (with a few minor changes regarding strikes and impasse procedures), I see a new model evolving. A model which recognizes first of all that teachers are not in the category of labor but are professionals. Their training and experience places them on the same side of the spectrum as that of administrators, when it comes to dealing with the welfare of children. Teachers are the experts in the areas of curriculum development and application, and should not be eliminated by their acts or by contracts signed to prevent them from participating. They must continue contributing and providing input into the decision making process which affects the student. It seems to me, two circles of discussion and review naturally exist.

The adversary areas have to do with salaries, working conditions and the like, and the advisory circle has to do with the pooling of the best professional advice and input available, so that decisions may mutually be reached regarding the welfare of children. It would seem to me, a proper negotiating arrangement would be one in which the adversary technique and procedures could logically be used and applied in areas which are fitting to this type of operation (in the areas of salaries, fringe benefits, conditions of employment, facilities, etc.). The advisory circle becomes that circle which gets at the heart of the matter of the school. It requires the cooperative and collective efforts and inputs from all professionals and professional sources. When presented to the communities, it would indicate that this is truly a profession and is interested in the most important product of any community, the children. Collectively, jointly, and mutually, decisions made are made in those areas and by whatever means available to benefit children.

In the professional striving for status, it seems necessary to find a new arena in which to prepare educational programs. No educational program in the public schools can hope to survive without the continued support and interest of an informed and dedicated community. Where collective or professional negotiations bargain for teachers' rights at the disadvantage to the student, support is hard to come by. In addition, interest wanes and personalities take on the battle-cry rather than programs. In the private sector when a strike, slow-down, or work-stoppage occurs, the purpose for doing this by the employees is for the express purpose of affecting the profit motive and thereby arranging for greater return for the workers. In the public sector, however, where strikes, work stoppages or slow-downs occur, the financial matter is secondary to the effect it has on the third party, which is the student. Students, in effect, suffer-for management is not in a profit making circumstance. In truth, management in a public school sector does not usually make decisions regarding the operation of the school in a unilateral method. In reality, over a period of many years, involved members of the staff through committee action, and/or reports; through research and discussion; have, on the basis of this kind of professional input, reached decisions in a mutual and organized manner. To disrupt or to derail or in any way handicap this joint approach, this mutual concern and sharing; this concerted effort to assist children, would be a crime to the common welfare of the community and should not evolve. The concept of management versus labor has little or no place in the public schools. In labor the skills of the employee are used to create products or services for a profit. The decision as to how to apply these skills and services rests with the management team, which makes the decisions in anticipation of profits and is evaluated by the Board of Directors and the stockholders. In the public sector, however, the employees do not look to management as providing the only direction--for the teachers themselves are the professionals.

Teachers are the trained experts. They are the skilled appliers of the art, and so through conversation, committee and concerted effort, they provide the guidelines, the directions and implementations of a program. Benefits are not monetarily for themselves, nor for those people who have a management type of role, but benefit for a third party on whom the welfare and future of the world depends. Management-labor indicates separatism which does not, should not, and cannot exist in the public schools, for the children are truly the concern of all who are employed.

Traditionally, teachers shared ideas, expressed opinions, assisted in writing guidelines, provided guidance in the selection of textbooks, organized and re-organized, lectured, quizzed, changed, evaluated, and in every way participated in guiding youth. Seldom have those in administrative positions played the role, accepted the role, or even asked for a role which would be unilateral in nature. It is well known and well understood that the expert in the field should be the expert in subject matter; the expert with the child is that expert and that professional we call teacher.

When a teacher or teachers meet with an administrator, with all individuals concentrating their efforts and concerns on the welfare of students, they meet as professional equals, not as anything less than equal. These individuals, by the mere positions they hold, reflect training, experience, skill and dedication. Therefore, it would seem inappropriate to attempt by any kind of a contrivance to divide and divert the effort of either professional group in providing guidance and assistance to the students.

The adversary-advisory concentric concept of discussing, not only the welfare of the student, but also the welfare and climate necessary for good teaching procedures for the teacher, puts the professionals on a level of understanding and appreciation with one another. Professional mutual respect and concern for mutual problems dealing with the children will help them and assist the community in providing programs which are meaningful.

However, it is necessary to realize that with the emphasis being generated across the country by both organizations, AFT and NEA and their affiliates, that considerable attention, information and stimulation be sent to all local chapters in an attempt to form mutual organizations across the country striving for the same type of contractual arrangement. This may be harmful. In my opinion, it is necessary for men of good will to use their training and experience to work in a professional manner; to improve their professional status, and to reflect in such a way that all members of the community will understand, appreciate and support them, as they strive to better the educational climate for the children of the area. As I have said before, several truths come to mind which are worthy of preserving; which are worthy of acknowledging; which are worthy of stimulating and allowing to grow; and they are the following:

1. Teachers are professionals.
2. Because of their experience and training and dedication, all teachers should have an opportunity to contribute to the decision making of the school and the district in which they work, so as to provide the greatest input of professional information and decision making.
3. All teachers who are truly professional in nature are interested in helping children
4. All teachers need to have sufficient salary to survive as individuals and as family and community participants; sufficient materials and supplies in order to do the kind of professional job they are capable of and want to perform; and sufficient support to have facilities and conditions which make it possible to conduct these activities.
5. All teachers who are truly interested in the welfare of their school, their school district and their community are anxious and eager to gain the support of their community to provide better and more lasting services within the school.

It seems to me, when we add up all of these pluses for teachers and realize that administrators are teachers too, who only have administrative duties, but who also are interested in children, who are also dedicated and professional, that it makes good sense to urge cooperative planning, to urge professional progress, to urge teachers and administrators to work together. If this is done, it is the children who will benefit.

At no time, in no way, by whatever devious or direct method should the children be pawns in discussion, or conversation, or in bargaining to bring about rights or privileges for those of us who believe teaching is an art of the noblest profession. I believe that in order to progress in this professional striving we must work cooperatively and not work in efforts to split, to splinter, or to destroy ourselves in an attempt for self-aggrandizement.

AN OVERVIEW OF COLLECTIVE NEGOTIATIONS

Collective bargaining, by definition, is an exercise in pragmatism. It requires an accommodation of potentially conflicting views of two parties who adapt the peculiarities of their own local social and financial environment to their employment relationship. The result is an agreement to which each has contributed and which each voluntarily agrees to support, but it may well not completely satisfy either.1/

Teachers comprise the largest professional group in the United States and, as a result, they are beginning to make their organizational strength felt. Research has shown that as more men have entered the teaching profession, they have tended to have more education and to be more interested in the career aspects of the profession. They have also become more interested in the negotiating process.

William Carr summarized the current conditions succinctly when he stated, "the nature of teaching has not changed dramatically, yet the increased and sometimes irrational public criticism, the frequent success of militant civil rights demonstrations, the beckoning promises of economic advancement through alliance with the labor movement, and the problems arising from population shifts and urbanizations have united in the past decade to make a profound change in the attitude of many teachers.2/

Collective bargaining in private industry in the United States began at the turn of the nineteenth century and since approximately 1960 teacher organizations have concentrated on drives to gain for public school teachers the right to collective action in negotiating with school boards regarding salaries, conditions of work, and other matters. The American Federation of Teachers and the National Educational Association and its affiliates, have approached the problem from a different basis. "Yet as one looks at recent activities of affiliates of the National Education Association and the American Federation of Teachers, organizations which over the years have held widely differing views on the proper role of teacher associations, one is impressed more by similarities than by differences."3/

Once wages, hours, benefits and rights are established, curriculum and instruction will become the next logical area in which to move. Throughout the entire process, the prime goal must be the effect decisions will have upon the children and the community. In this regard, the National Education Association also agrees, "the teacher's situation is completely unlike that of an industrial employee. A Board of Education is not a private employer, and a teacher is not a private employee. Both are committed to serve the common indivisible interest of all persons and groups in the community in the best possible education for their children."4/

The Winton Act provides an avenue for a voice in policy formation by staff members, but excludes the directions of the Labor Code relative to binding arbitration. By legal interpretation, "meet and confer" does not carry with it the demand that proposals be resolved. Although the desire to meet and resolve all difficulties should be inherent, realistically, impasse conditions will occur. Impasse procedures may be designed but the right of the board to make decisions relating to the district is not removed by the action of any fact finding body. Board action is still the final decisive body and the board cannot delegate its authority, only its discretionary functions.

FOOTNOTES

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CHAPTER XII

The Concept of Differentiated Staffing for the New Elementary Schools in Crete/Monee School District 201-U

by

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1. INTRODUCTION

A great increase in student enrollment in the Crete/Monee (Illinois) School District has indicated the necessity for more classroom space. This need for space has provided the opportunity of planning facilities for the educational program rather than fitting the program to the facility. During the fall and winter of 1968, the assistant superintendent and elementary administrators developed a philosophy and objectives which would guide the planning of the new school. The basic thrust of this philosophy centers around the prescribing of individualized instruction necessary to meet each pupil's needs in every aspect of his development. An educational environment which lends itself to team teaching can provide a more stimulating and meaningful experience for students and can make greater individualization possible. Once the concept of team teaching was endorsed it was decided to organize the team around a differentiated staffing design. This design will entail the hiring of a teacher leader for each large learning area and learning center. Other positions would be those of experienced teacher, associated teacher, teacher aide, student teacher, high school aides, and volunteers. Also recommended are the following facilities to complement the differentiated staffing concept: six open spaces (for 100-120 students) to accommodate most of the academic program; a learning center large enough to service 20 percent of the total enrollment at one time; art and music rooms; kindergarten facilities; physical education areas; space for special education needs; guidance office; and lunch facilities. Industrial arts, typing and foreign language may be added to the program in the future.

A. Crete-Monee School District 201-U is experiencing enrollment increases the extent to which it has not enjoyed before. The major growth is the result of one real estate developer who anticipates providing the district within the next ten years eighty to one hundred thousand people.

B. To begin the 1970-71 school year, enrollment in kindergarten through grade twelve is anticipated around five thousand pupils. The type of housing being constructed suggests enrollment during the next ten years should rise to between twenty five to thirty thousand students.

C. The area of the school district is approximately 78 square miles with most of the land in agricultural production. Being located approximately 35 miles south of the Chicago Loop and with many people in the metropolitan concentration being stimulated to move, Crete-Monee School District administration has reason to believe the predictions of increased student enrollment will be a factor with which to contend for many years.

D. The increase in population is already being felt. A two and a quarter million dollar building referendum was passed last October to finance needed additions for the existing five elementary schools and to provide a new school in the area where the greatest amount of new construction is taking place.

E. It should be mentioned that there are many smaller housing developments sprouting in the district. The growth to our student population which will result from these additions is more difficult to predict since information from these developers is not as readily available.

F. The increase in student enrollment indicated the necessity for more classroom space. The need for space provided the opportunity of planning facilities for the educational program rather than fitting the program to the facility. During the fall and winter of 1968, the assistant superintendent and elementary administrators developed a philosophy and objectives which would guide the planning of the new school. These were discussed with elementary teachers at grade level meetings.

II. PHILOSOPHY AND OBJECTIVES FOR THE NEW SCHOOL

A. Philosophy

Each child in the school is to be considered the heart of the entire school operation. Every child is to be provided the opportunity of developing his educational potentialities to their maximum for optimum benefit to the individual and society.

B. Philosophical Objectives

1. Each child will develop wholesome attitudes toward society, school, and home.
2. Each child will learn to appreciate the country in which he lives and accept his responsibilities for perpetuating the best aspects of our society.
3. Each child will learn to accept and appreciate himself for what he is and understand he is a worthy being.
4. Free each child from his dependence upon whims and impulsive desires and to tie in his purposes, motives, and interests with long range goals.
5. Dispel from each child the fear of not being accepted by the teacher and peers, fear of failing to achieve academically, and fear of coming to school.
6. Provide each child an educational environment which is safe, comfortable, stimulating, and yet organized for efficient learning.
7. The abilities and achievement of each child will be determined to provide a basis for prescribing the individualized instruction necessary to meet each pupil's needs.
8. Each child will be encouraged to determine a worthy self image and to attain the goals and needs he has defined for himself.
9. Each child will be aided in ascertaining the conscious and unconscious motivating factors affecting the behavior of the individual and provide guidance in determining acceptable reactions to these factors.
10. Each child will be aided to develop good mental and physical health habits through information and experiences which will aid him to understand himself in society.
11. Health education for each child will be oriented toward developing attitudes, providing necessary information, and encouraging desirable health practices toward the end that

the individual accepts responsibility for his own physical well being insofar as he is able.

12. Each child will be aided to foster aesthetic awareness by developing the natural self expression of the child and coordinating this expression, sensation, intuition, feeling and thought in relationship to the environment.

13. The curriculum will be designed to broaden continuously the meaningful and related experiences that are necessary to the maximum development of each child.

14. Physical activity will be suited to the level of the child's motor, intellectual, social and emotional development.

III. EDUCATIONAL PROGRAM

A. Once the philosophy and objectives were determined, an educational program was established. Again the elementary principals pooled their talents and again their productivity was presented to the elementary teachers at grade level meetings. Also the District Curriculum Council which is made up of the district department chairmen was provided the information developed by the elementary principals and elementary teachers.

B. The philosophy and objectives for the new school indicated to the elementary teachers, elementary administrators and central office administrators, the following should be included and planned for in the program.

1. Art
2. Busing (depending on growth of the area)
3. Guidance
4. Health Education
5. Instrumental Music - Band and Orchestra
6. Intramural Athletics
7. Kindergarten
8. Language Arts - Reading, Spelling and Writing
9. Mathematics
10. Milk Break
11. Physical Education

12. Potty Breaks
13. School Lunch
14. Science
15. Social Studies
16. Special Education - EMH, Type A, B, C, Speech Therapy
17. Vocal Music
18. Possibly in the future - Foreign Language, Typing and Industrial Arts will become a part of the elementary program.

IV. TEAM TEACHING

A. The need for providing better education is being expressed continually. No one has provided the panacea. We would like to attempt improving our program by organizing in an environment which lends itself to team teaching.

B. The organization of 30 students who possess many interests and various abilities being placed in one room with one teacher can be improved upon. The team teaching approach appears to have advantages we are looking for. The following definition expresses our concept of team teaching. [1]"Team teaching is an instructional situation where two or more teachers possessing complementary teaching skills, cooperatively plan and implement the instruction for a single group of students, using flexible grouping to meet the particular needs of the student."

C. We doubt that one teacher is able to adequately provide for one group of students reading, spelling, composition, health, art, physical education, vocal music, instrumental music, math, s science, social studies, plus narcotics education, sex education, and milk and potty breaks. The employment of specialists in music, art, and physical education will provide relief in those areas, but there are still those other areas which must receive attention. By forming a team of teachers with different interests and areas of greater competencies, a more stimulating and meaningful experience will be provided the students.

D. Individual differences of youngsters are difficult to identify, and once identified, it is difficult to provide proper educational experiences particularly when the classroom teacher has 25 to 30 other students to keep tabs on. The team teaching approach will provide teaching personnel in the same locality so when individualized instruction or individualized direction is necessary, there will be other personnel available to work with the other youngsters.

E. The utilization of specialists in music, physical education and art, if properly scheduled will provide time for the teaching team to work and plan together. Planning together is necessary in order to reap the benefits of this appraoch. Edwin MacBeth expresses the advantages to team teaching. [2]"1) Teachers work together in planning curriculum materials. 2) Deeper understanding of the need and requirements for individualized teaching. 3) Exchange of ideas between teachers is put on a professional basis. 4) Materials and equipment centralized for handy use. 5) Each teacher knows what his responsibilities are and what he contributes to the program. 6) Each child is observed by several teachers."

F. [3]"The essentials of team teaching are generally considered to be: cooperative planning of curriculum content and methods of instruction, mutual evaluation by the entire team, flexible scheduling and grouping, and an effort to take advantage of the skills and interests of the teachers."

V. NEW FACILITIES

A. The program for the new school as interpreted by the elementary administrators, teachers, and central administrative staff led to the following recommended facilities:

1. Six open spaces to accommodate most of the academic program. Each area will be large enough to adequately house 100 to 120 students. The academic program which will be provided in large areas for reading, mathematics, language arts, social studies, science and health, and other portions of the program not conducted by specialists.
2. A learning center large enough to service 20% of the total enrollment at one time. This will house A-V, library, learning center materials, and possibly in the future computerized learning.
3. One art room capable of handling 30 students at one time.
4. Kindergarten facilities (including outside play area) which would adequately handle fifty students at one time.
5. Two music areas to accommodate instrumental and vocal music.
6. Two physical education areas to provide daily participation for each youngster.
7. Special education for EMH, Type A, Type B, Type C and speech therapy.
8. Guidance office for one full-time counselor.
9. Lunch facilities for all students.

10. Heating and cooling equipment to provide an environment conducive to learning year around.

11. Adequate play area for physical education and community recreation.

12. Industrial arts, typing and foreign language may be desirable to add to the program in the future and the planned facilities will be able to accommodate them.

B. Following the inclusion of worthy suggestions contributed by many members of the staff, the architect was provided with the necessary information for preliminary drawings to be prepared. The Board of Education appointed a committee to examine the preliminary plans. The committee approved the preliminary plans and indicated to the architect to continue developing working drawings and plans. Appendix A indicates the structure of the proposed facility.

C. As the program was being developed, the concept of team teaching became more evident. Also the desire to do a better job of meeting the needs of the individual student became paramount in the discussions.

VI. SCHOOL ADMINISTRATOR

A. The selection of an administrator who enthusiastically endorsed team teaching and a more individualized approach to education was given high priority. This person, Mr. Ross, has been a principal in one of our elementary schools the past five years. He has been successful in making progress in motivating his staff toward individualizing instruction.

VII. DIFFERENTIATED STAFFING

A. Once the concept of team teaching was endorsed, the question of how the team could best be organized had to be faced. The discussion eventually led to doubting that four teachers all trained very much alike and performing generally the same duties was the best organization to be considered. This eventually led to the idea of differentiated staffing.

B. Definition of Differentiated Staffing

[4]"A personnel design and system of organination that seeks to make more effective and efficient use of human and non-human resources through a better definition of job tasks and functions and a differentiation of role, status, competencies and reward!"

C. In the development of the educational program and organization for the new school, there has been a change in the attitude of the elementary administrators toward the concept of having the teaching team composed of specialists in the four curriculum areas. This idea has been replaced by the thought of hiring a teacher leader for each large learning area and learning center. The principal and the leader will determine the staff necessary to meet the needs of the students. It is understood the amount of money invested for staff salaries to educate a child in the new school will be no more than money expended for the same purposes in our other buildings.

D. It is anticipated three certificated personnel will be hired to teach the 100 to 120 students in each large area. Our other buildings would require four teachers. The money which would normally be invested in the fourth teacher will be used to compensate the teacher leader and to hire two to three teacher aides.

E. The organization for approaching the learning situation in each large area may not be the same. This will be determined by the building principal and teacher leader.

F. There are several schools across the country which are experimenting with differentiated staffing. It would be necessary for a more thorough study to be made by those affected before a specific design can be endorsed. On-the-site visitation to observe programs in operation is recommended.

G. At this time, the following design for positions on the professional ladder is being considered:

Level 1 - Area leader
2 - Experienced teacher
3 - Associated teacher
4 - Teacher aide
5 - Student teacher
6 - High school aides
7 - Volunteers

H. Advantages of Differentiated Staffing

The following advantages of differentiated staffing have been expressed by Cherry Creek Schools:

"1. Provides more adult models and a better staff ratio staffing pattern and helpers per given module of students.

2. Provides more human resources at no additional cost (as a matter of fact somewhat less).

3. Provides for greater use of non-professional services with a value being placed on these services.

4. Provides a systematic opportunity for differentiated reward for team members based on the assumption of differing tasks and responsibilities, but within the existing salary structure.

5. Provides a personnel design far more appropriate to individual staff development and improvement.
6. Provides an economical, professional and educationally sound pattern for organizing teacher teams.
7. Provides a personnel design which encourages the individualization of instruction.
8. Provides a rational way of managing and articulating decentralized decision making and curriculum development.
9. Provides an opportunity for placement of high school students into meaningful service work and learning experiences with a value being placed on these services."[5]

VIII. CONCLUSION

This report has attempted to inform the Board of Education of the thoughts and planning behind the new elementary school and to gain the endorsement of providing facilities for team teaching.

Also, the report is attempting to introduce differentiated staffing with the intention of considering this concept in staffing the new facility.

FOOTNOTES

1. Olson, Carl O., "Team Teaching in the Elementary School," Education, April, 1968, p. 345.

2. MacBeth, Edwin W., "How to Field a Winning Teaching Team," Grade Teacher, May, 1966, p. 179.

3. Olson, Carl O., op. cit.

4. Pino, Edward C., "Differentiated Staffing," Cherry Creek Schools, January, 1970, p. 5.

5. Ibid., p. 8.

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11. Pino, Edward C., "Differentiated Staffing", Cherry Creek Schools, January, 1970.

12. Rand, John M. and English, Fenwick, "Towards a Differentiated Teaching Staff", Phi Delta Kappan, January, 1968.

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CHAPTER XIII

The Development of an Educational Program for Students Unable to Adjust to the Regular School Program

by

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An article in the Kansas City Times,[1] identifies a concern of schools systems and communities in many urban centers throughout the United States. James A. Hazlett, at that time Superintendent of Schools in Kansas City, Missouri, issued a strongly worded statement to administrators in that system reminding them of their duty to suspend and discipline unruly students. In a meeting in the auditorium of the Board of Education building, he distributed copies of a three page directive aimed at curbing student disruption and disobedience.

"Please be advised", he said, "You are required to exercise your authority to identify and suspend within the limits of your authority all students in your school or unit, and to report same as referrals to the Department of Pupil Service for conferences with parents or guardians."[2] He then listed the following forms of misbehavior:

1. Threats to employees including teachers and other members of the group.
2. Direct obscenities to employees or other students.
3. Students who engage in violence or other disruptive acts against students or employees.
4. Students who vandalize or destroy school property.
5. Students who participate and engage in extortion practices.
6. Students who have weapons on their person, and bring such weapons to school.[3]

Later in the article the now departed superintendent indicated that, "The superintendent may suspend students for one semester, place them on probation under parent or guardian supervision, and could recommend expulsion to the Board of Education or take steps to prosecute in the courts." He continued, "Recent cases and disruptive behavior in several schools makes it mandatory that teachers, parents, and the community know that the school district will not tolerate such undisciplined behavior."[4]

Further indications of the seiousness, as well as the similarity of this problem, was indicated in a recent article appearing in the New York Times,[5] entitled, "City High Schools Ordered to Name Security Officers."

> Superintendent of Schools, Benard E. Donovan, ordered every high school and junior high school in the city yesterday to name a security officer as a part of a plan to stem increasing student disruptions and violence. Dr. Donovan also said that trained security aides would be placed in 20 of the most troubled high schools and junior high schools, but it was not clear whether or not the aides would be uniformed, or whether they would be armed.[6]

This program was to be started after Easter, with the possibility of expansion to other schools.

"The superintendent's plan, which was immediately denounced as inadequate and misconceived by the High School Principals Association, was presented at a closed meeting of 120 high school principals and district superintendents."[7] Mayor Lindsey, who attended this meeting, stated, "The city would not tolerate unlawful activities or disturbances in the school." He said, "The police department would give highest priority to helping any principal in need of assistance."[8] The article then continued by quoting Dr. Donovan as saying to the principals, "The Board of Education would formulate a program to deal with the hard core disaffected students and that the Board would study the effectiveness of its current suspension policies."[9]

In reaction to the superintendent's statement, the president of the New York City High School Principals Association and principal of a senior high school in the Bronx said, following the superintendent's meeting, that the plan was "too superficial and comes too late. It does not provide for any method for education to the hostile, the arrogant, and the criminal."[10]

In line with the statement made by the president of the High Schools Principals Association, the director of the Board of Education's College Bound Program, and former high school principal in Brooklyn said, "He could stop 80% of the problems in the school today if he were freed of 4,000 to 5,000 students he said were causing difficulties."[11] The chairman of the High School Principals Associations Committee studying student unrest, issued this statement, "Dr. Donovan's plan is too little, too late, and doesn't come to grips with fundamental problems and realities."[12]

These penetrating declarations pin-point the need for concern, as well as for a plan of action to meet the needs of society by organizing and formulating a program for students, who are not able to adjust to the regular school program. The challenges identified in these two articles reflect a growing concern of urban school systems throughout our country. With this in mind, the writer plans to develop a program for the public schools of Kansas City, Kansas, which would provide a method of handling students, who have not adjusted to the regular school environment.

The program this writer invisions will be designed for students who are frequently referred to as disciplinary problems; students who have irregular attendance patterns; incorrigibles; students who have been under the jurisdiction of the juvenile court; students who have frequently been identified as drop-outs; juvenile delinquents; students on probation, suspension, or expulsion, etc.

The purpose for the development of a program of this type is to formulate an operational plan in Kansas City, Kansas, to meet the needs of these young people. A positive plan will be proposed to meet the needs of students who have been apprehended and/or arrested by the police, turned over to the juvenile court, placed on probation, or for other reasons returned to a society which expects these young people to be returned to the school program. For cases of this type, as well as the type of students previously mentioned, this program will encourage cooperation between the school system and the juvenile court in the identification of these young people, and the development of the positive program for the purpose of meeting the needs of the students, school, and community.

In many instances, young people of junior and senior high school age, who may or may not be enrolled in school, find themselves in an undesirable situation. These young people become the reoccurring discipline problems in school and often become involved with juvenile officials in the community. The juvenile court is handicapped in the processing of these so-called "delinquents," since the state is limited in providing space for an adequate program for the rehabilitation of these young people in proportion to the need. Involved in this plan, which the writer invisions, would be a method of handling students who have been suspended from school, as well as juveniles who have been detained by the juvenile court, and who are expected to return to the regular school program.

Perhaps some additional information contained in the literature would be helpful at this point. In researching the available material, the writer identified four basic expressions, which were used to identify the type of student considered for involvement in the writers proposal. These young people are usually referred to as: drop-outs, juvenile delinquents, discipline cases, or students not able to adjust to regular school programs. In some instances a combination of these expressions will be used to describe problems students have evidenced, which indicate a program should be developed or recognized as the reason for the development of a program based on the need identified by the preceding statements by superintendents of schools, as well as other data available.

The writer would like to include additional information found in the literature, which offers support of this growing need and indicates concern for the development of a program to handle students, who have not adjusted to the regular school program, as well as young people not in school due to suspensions or expulsions. In many communities, as in Kansas City, Kansas, no program of sufficient size has been developed to meet this need.

Although it's not the intention of the writer to make an analysis of school drop-outs, the study completed by the state of Maryland during 1960-61, is worthy of comment. The Baltimore City Schools participated in this study, as well as the 1965-66 follow-up. A summary of the findings indicated "Thirteen reasons for dropping out of school were discovered. Of these thirteen, four accounted for 75% of all the drop-outs: lack of success; lack of interest in school; economic reasons other than transportation costs; and marriage and pregnancy. A follow-up study in 1965-66 indicated that causes had not changed."[13]

As a result of this intensive survey concerning school drop-outs, officials in Baltimore interviewed parents of drop-outs and Neighborhood Youth Corp participants in an attempt to answer the question, "Why do students drop out of school?" This interview produced these results:

1. Lack of interest and/or concern by teachers
2. Use of teaching materials
3. The need to obtain work
4. Discipline difficulties with teachers
5. Trouble with fellow students
6. School punishment falling upon the innocent rather than upon the guilty
7. Serious home problems
8. Unwillingness of teachers to give adequate help to slower students.[14]

The "Drop in Project" in Des Moines, Iowa,[15] involving a total of 351 senior high school students and 49 junior high school students, has been operated successfully for three summers. This success has encouraged the school district to prepare a similar project for the 1969-70 school year. Students identified as those that left school because of behavioral difficulties; those that left because of academic difficulties; those that left because of lack of appropriate curriculum; those that left because of staff relationship; those that left because of poor relationships with fellow students, and those that left because they disliked school were included in the program. It will be interesting to follow-up this program at the conclusion of the present school year to see if the school system continues to experience success with their program during the regular school year.

The writer has indicated he is not making any attempt to cover the numerous studies and articles concerning the drop-outs of the schools. However, the preceding research indicates needs in relationship to this segment of the school population, as well as identifying ingredients common to those characteristics of students regarded as discipline problems. School drop-outs comprise approximately 12% of the secondary school population, according to Dr. Havighurst.[16] Within this group is a sub-group of hard-core disciplinary prone students, which make up about 3.5% of the total school population. In comments following his speech, Dr. Havighurst indicated need for special programs created to handle the approximately 15% of the school population, which could not benefit from the regular school program. He felt the "Job Corps" was doing a creditable job in their work with the "cream of the large group of drop-outs, the ones that would probably help themselves anyway."[17]

The real problem was indicated in his continuing remarks concerning the subject, "I'd like to see some program beamed at the people who meet all the criteria of being the worse ones - and I haven't seen them yet."[18] The sub-group of approximately 3.5% and the ones characterized as the worse ones by a leading sociologist identify the students to be considered for involvement in the program proposed by the writer.

The latest figures available from the United States Department of Health, Education and Welfare, indicate that juvenile delinquency continues to increase at a rate almost double the growth of our youth population. General characteristics for determination of target groups of juvenile delinquency include, "The attitude toward school is one of indifference and in some instances defiance; the motivation and aspiration level of the pupils is limited by parental indifference and low community standards; and many pupils regard the schools as irrelevant to their immediate needs."[19]

A variety of programs have been developed or are in varying stages of development throughout the country intended to cope with students possessing hard to manage disciplinary tendencies. The San Francisco Unified School District is one of the school systems attempting to solve this problem. In 1967 this school district proposed and put into operation a program for Guidance Service Centers,[20] elementary and secondary, which was funded under Title I of ESEA. At the present time, these centers are still in operation; however, the school district is supporting the program. This spring the writer received an opportunity to visit the director of this program, as well as one of the junior high school centers. At the present time, they are operating two elementary, two junior high and one senior high school centers. The director indicated as soon as more desirable facilities can be obtained, the program will be more successful; however, he is a strong supporter of this project and feels these centers have been very successful in the San Francisco School District. Due to the brevity of the report, it is not possible to give a complete analysis of this program.

A report of school discipline in 1965 supports San Francisco's attempt to develop a program for students, who have not been able to adjust to the regular school program. This article was a summary of school discipline during the past 15 years in the United States, Canada and fourteen countries in the Middle East and Europe. Findings and conclusions were based on visits to schools and personal interviews with parents, teachers, school administrators, students, community leaders and law enforcement agents, as well as group interviews and discussions. All types (private - public - elementary - secondary - rural - urban) and sizes of schools were included in the study.

The problem of school discipline will become more acute in many communities and schools during the next decade as a result of the following:

1. Necessity for every boy and girl to obtain a high school diploma in order to obtain any type of permanent employment in the future.
2. The expansion of our secondary schools into large institutions in which students will be administered rather than guided by teachers who really know or understand them because of close association in class or small homeroom groups.
3. The confusion about the standards which would be maintained relative to behavior of adolescents in or out of school.
4. The increasing lack of respect for laws and regulations and those responsible for enforcing them.
5. The increased unemployment among youths and lack of opportunity to get an honest-to-goodness job or work before the age of 18.
6. The increased need for things and opportunities and less of a chance to earn money to pay for them.
7. The discontent, bitterness and resentment on part of those who recognize their chances will be more and more limited because of the demands for better trained and qualified employees.
8. The great pressures of getting a college education and feeling of failure or being a second class citizen if you don't.
9. The increasing attitude of teachers that your status depends upon whom you teach, what you teach, and where you teach.
10. The automobile, which gives a wide range for youth to roam and a private room on wheels.
11. The failure for some teachers and schools to make the work challenging or meaningful.
12. The stimulation of students by individuals and groups to defy authority and to associate their lack of ability and status with a hate imaginary, which usually includes those which seem to have what they want.[21]

A recent National Education Association Research Report[22] devoted to student behavior, looked at both the problems of juvenile delinquency and school discipline. This publication indicated, "The Federal Bureau of Investigation has reported that more than 2,600,000 serious crimes were reported during 1964, a rise of 13 percent over 1963. . . . Juveniles were involved in more than a third or more crimes involved by the police."[23] As a result of this significant increase in the rate of crime, the President of the United States appointed an 18 member National Crime Commission to investigate the cause of crime, adequacy of law enforcement and factors which promote respect or disrespect for the law. Since the juvenile by age alone is an important part of this study, additional statistics from this report are significant and will be included.

The complete report is quite lengthy; therefore, no attempt will be made to include all of the information. Two significant areas are given, which support earlier indications of the need for the development of a program for students with discipline problems.

> Just under two-thirds of the teachers reported having one or more real trouble makers among the students in their classes. Of the entire sample of teachers, only three students in one hundred were considered serious trouble makers.[24]

Teachers	Teachers having one or more trouble makers	Having trouble makers as % of all students
All teachers	63.2%	3.1%
Men teachers	66.0%	2.8%
Women teachers	59.9%	3.5%
Enrollment of school system		
25,000 and over	69.8%	3.5%
3,000 to 24,999	60.0%	3.0%
50 to 2,999	62.4%	2.9%

The percentage of students in the "sub-group" and/or "worse discipline problems" identified by Dr. Havighurst[25] support these findings. Continuing from the N.E.A. research report;

Nearly seven teachers in ten reported they favor expulsion as a disciplinary measure. The question asked on the questionnaire: Do you favor expulsion as a disciplinary measure in your school?[26]

	All teachers	Men Teachers	Women Teachers
Yes	69.0%	74.0%	62.8%
No	14.6%	14.4%	15.0%
Uncertain	16.3%	11.6%	22.3%

Other evidences dealing with discipline in the classroom could be cited; however, the writer would like to conclude this portion of the report by re-emphasizing the need for a special program to be developed for the purpose of handling young people, who evidence serious deisciplinary problems in the schools and for one reason or another have not been able to adjust to the regular school program.

SCOPE OF THE PROPOSED PROGRAM

The purposes of this project will be the formulation of a plan where young people who have not adjusted to the regular school environment may find a suitable program to continue their education. Another goal of this project will be the origination and development of a program which will make it possible to remove serious and reoccurring disciplinary cases from attendance in the regular program of secondary schools. The writer is presently involved in conducting personal interviews with young people in Kansas City, Kansas, as a means of collecting data to be used in the formulation of this plan. The results of the interviews, as well as the information revealed in the literature will be used to develop the various elements of the plan, serve as a basis for the administrative organization of the proposal, and to provide structure for the total program. Through previous experience, it appears to the writer the proposed program should be built around the concept these individuals need special considerations and should be provided an opportunity to experience successful educational encounters.

RESEARCH OF THE LITERATURE

A perusal of the existing materials reveal a lack of specific information dealing with programs similar to the writers proposal. There is some information concerning boy and girl delinquents, juvenile delinquents, detention homes, and discipline problems, which will be included in this project. The limited availability of information in the literature pertaining directly to the areas of the writer's interest indicated the need for the development of an additional method of securing data. To overcome this problem, a questionnaire was designed and submitted to a number of school systems throughout the country. Of the 35 school systems receiving this questionnaire, 24 responded. The purpose of this questionnaire was to collect information and ideas from other school systems regarding programs presently in operation and/or plans for proposed programs, which were nearing completion and would be implemented in the near future.

The remaining part of this paper will be devoted to a summary of the salient features of the information received from school systems throughout the country and ideas generated by perusal of the available literature.

1. The pupil-teacher-ratio in a program of this type should remain low. The ratios ranged from 7 to 15 students per teacher in similar programs.
2. The teachers in a program of this type should be social service oriented with a deep conviction and desire to help young people, who have experienced serious difficulties in adjusting to the regular school program and society. On the basis of interviews the writer has completed with students in Kansas City, Kansas, they would characterize a teacher of their choice as one who is: understanding; interested in students; helpful; firm and yet have a sense of humor; and reflects an attitude which indicated they were interested in students and their problems.

3. Guidance programs in conjunction with projects of this type are very important. It appears the counseling services would include deep and thorough involvement with the students and their family. Most programs made a strong point of maintaining strong lines of communication with parents of students, who were involved in the program. This communication should include a thorough description regarding type of program the student is participating, as well as identifying the objectives of each participant.

4. Programs of this type usually had four educational goals: (a) preparation for employment; (b) completion of high school graduation requirements; (c) return to the regular school program; and (d) if graduation from high school was not a goal, then a program designed to prepare students to qualify for high school equivalency through the General Educational Development Test.

5. If at all possible, a student is encouraged to return to the regular school program when it appears he would be able to function satisfactorily. The Director of the San Francisco Guidance Service Centers indicated that about 70% of their students, who returned to the regular school program, were able to complete high school graduation requirements.

6. In some instances programs presently in operation involve psychiatrists, psychologists or social workers as members of the regular staff, who support and provide assistance to teachers and guidance counselors. In some instances they serve as consultants or catalysts for individual study of the students involved.

7. The lines of communication between the proposed school and the school previously attended by each student should be clearly established. As previously mentioned, a strong program emphasizing attitudinal change is incorporated in most programs. A concentrated effort is made to return these young people to the regular school program if at all possible. In order to accomplish this goal it is necessary to maintain open lines of communication with these schools. Most of the students I have interviewed have been suspended from school one or more times. When I discussed briefly the proposed program with them and gave them some idea of my philosophy regarding this project, I asked them if they thought they would be interested in attending such a school if it were available. Most indicated they would be interested and would have attended a program of this type if it would have been available. I then asked them if they felt their parents would be equally enthusiastic; they indicated they thought their parents would be in complete agreement with them and would welcome the opportunity for them to participate in such a program. Some of the people I interviewed said they would like to enroll immediately.

8. The programs, which have been developed, are designed to be relevant to the needs of the student. A strong attempt is made to provide a type of educational experience where students may find success and sense a feeling of genuine interest in him and his problems.

9. Based on the interviews I have conducted with students, a limited number of pre-established courses and subjects can be designed. The program the writer invisions would have to be flexible and use the surroundings of the student as part of his educational experience. In the writer's opinion, these young people are not able to identify specific areas that they have interests in due to the fact they have never had an opportunity to seriously consider what they may or may not like to do or be satisfied in doing. When confronted with a question as to the type of program they would be interested, they were unable to identify specific areas.

10. Most successful programs included a "work study" type provision. The writer feels certain this type of program, as a part of the proposed program, is a necessity.

11. It is extremely important that effective and cooperative plans involving the Juvenile Court be established.

12. The plan in all respects should be positive. Every consideration should be made to eliminate the negative.

13. The program should emphasize successful experiences for students. An attitude of success can best be projected by people who care, understand and are extremely interested in students as individuals.

14. The program should be designed to extend beyond educational growth by providing the opportunity for the development of better attitudes. One of the main objectives of a program of this type, aside from providing an opportunity for these young people to continue their education, will be an attempt to rehabilitate each student into a more desirable citizen of the community and society.

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CHAPTER XIV

Differentiated Staffing

by

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In the mid 1950's the Commission on Curriculum Planning and Development of the National Association of Secondary School Principals initiated studies in staff utilization "to see what could be done further to improve the quality of education in the face of the teacher shortage."[1]

The first money grant by the Fund for the Advancement of Education to finance the studies was announced at the NASSP Convention in February, 1956. During the next four years over one hundred junior and senior high schools were involved in these studies one way or another. Concerning these studies Ellsworth Tompkins, NASSP Executive Secretary, said:

> It is difficult to state exactly how the activities of the Commission have influenced secondary education. But a great deal of national interest has developed in such matters as team teaching, redeployment of students into larger-than-usual and smaller-than-usual groups for different purposes of instruction, employment of clerical and other assistant to relieve teachers of some activities, and the use of modern technology in education.[2]

The table of contents of the January, 1961, issue of the NASSP Bulletin gives some indication of the emphasis involved in the studies. A few representative titles are listed:

> "Arlington Heights, Illinois, Studies Curriculum and Testing, Instructional Assistants, Team Teaching, and Modern Technology in Fourteen Projects."

> "Glenbrook High School, Northbrook, Illinois, Projects on Internship, Large Classes, Team Teaching, Teacher Aides, and Language Laboratory."

"Jefferson County, Colorado, Completes Three Year Study of Staffing, Changing Class Size, Programming, and Scheduling."

"Lakeview Junior-Senior High School, Decatur, Illinois, Faculty Studies and Develops a Variety of Staff Utilization Projects."

"Taylorville, Illinois, Senior High School Uses Tape Recorders, Team Teaching, and Large-Group Instruction To Improve Staff Utilization."

"University of Illinois High School, Urbana, Illinois, Experiments Further with Independent Study."

"Urbana, Illinois, Senior High School Changes Staff Patterns and Provides for Superior Students."

In the same issue of the NASSP Bulletin Lloyd S. Michael stated, "The whole concept of the secondary school--its purpose, its curriculum, its methods, its staff, its facilities, and its finances--must undergo basic, carefully considered changes."[3] Michael's concern is one that has been stated by critics of education in one way or another for several decades. Always there has existed in the United States a continuing quest, not only to provide equality of educational opportunity for all citizens, but also to improve constantly the quality of education made available to all people. In the opinion of the writer schools have made some progress in meeting these dual responsibilities. Yet much remains to be accomplished.

There have been some changes in program emphasis, a larger input of financial effort on the part of the Federal Government, isolated areas of changed methodology, design of a few radically different facilities. Yet the basic organizational structure under which most public schools in the United States operate has remained relatively unchanged since the turn of the century. It is the writer's contention that the philosophy under which an individual building staff organizes itself for instructional purposes and the structure of that organizational pattern form the basis of any significant changes to be made in the education of the community which it serves.

The writer was a high school principal at the time of the studies conducted by the NASSP and followed the developments with considerable interest. That interest resulted in visits to several of the staff utilization studies underway at the time. Further, he and his staff studied the programs to determine the feasibility of adopting some form of the structure. Some changes in thinking occurred, and a few modifications of the existing traditional patterns resulted. However, no changes of any great significance affecting student learning or teacher satisfaction were in evidence.

Now, almost ten years later, it is clear that most schools have not made significant progress in updating the staffing patterns which existed prior to the NASSP studies. Another thrust is underway, however. Although taking on several forms, the new projects fall under the general umbrella of "Differentiated Staffing." The Differentiated Staffing (D.S.) movement as such began to receive attention in the late 1960's. The first writings in professional journals began to appear in 1968. The Federal Government, through E.P.D.A. grants, has taken the responsibility of underwriting the costs of some pilot projects in D.S.

At this time none of the projects throughout the country have been in existence for a sufficient period of time to provide solid material for evaluation purposes. Consequently, the writer will not attempt to draw conclusions as to the value of D.S. Rather, the remainder of the paper will be devoted to the following three areas:

1. The basis upon which D.S. projects are being developed.
2. Necessary ingredients included in an acceptable plan for staffing on a differentiated basis.
3. Questions which need to be raised as schools proceed toward setting up new staffing patterns.

Before proceeding, it should be pointed out that the writer is presently involved in one of the more heavily funded EPDA projects in D.S.--Beaverton, Oregon. Obviously, the following material will reflect his background and biases derived from that project. Generally, however, these viewpoints are supported by the literature in the professional journals.

Two primary goals appear to form the basis of most D.S. projects:

1. A desire to provide better education through varying levels of staff participation in the individual learning of students.

2. The desire to provide a program leading to increased job satisfaction on the part of the educational staff.

A few statements from representative writings provide the flavor of the D.S. movement.

> A staffing pattern is a concrete manifestation of philosophical positions regarding the nature of knowledge, the nature of learning and teaching, and the nature of man. How the knowledge assumption is answered determines to a large extent the roles of teacher and learner. Tinkering with pupil-teacher ratios or introducing team teaching rarely alters these basic philosophical positions. Much more pervasive is the answer to the question, what motivates man?[4]

> Simply inventing responsibility levels, writing job descriptions, and assigning teachers arbitrarily will not work because that is essentially what we are doing now. The differentiated staff concept calls for innovation and reorganization of the basic structure of our schools, with full participation in such reorganization by the teaching staff.[5]

> Recent research indicates that certain factors inherent in a job tend to motivate people toward job satisfaction while others do not. Some hard sought gains of teachers may in reality be irrelevant to true job satisfaction; some factors with potential for motivation may even not be under consideration.[6]

> Rising salaries, higher taxes, the need for improved education, and radical changes in the definition of a 'teacher' demand that fundamental improvements be made in our system of determining job qualifications and pay for instructional personnel in the public schools. . . . But while there has been much talk, not enough action is taking place. We are continuing to staff most of our schools and pay most of our teachers essentially as in the past.[7]

According to Dwight Allen[8] a D.S. pattern must meet at least three essential conditions:

1. There must be a minimum of three teaching levels for professional staff.
2. Each teaching level will have a salary range, with the top salary at least double the maximum at the lowest level.
3. Each teacher must have substantial direct teaching responsibilities.

Allen's conditions obviously call for some sort of teaching hierarchy with appropriate pay scales. The implication is that the teaching job can be divided into tasks, some of which require greater background, expertise, and/or professional competency than do others. In short, he advocates a vertical hierarchy of tasks.

The staff at Aloha High School (Beaverton, Oregon) argued the point of vertical hierarchy vs. horizontal task delineation. They had difficulty in establishing the criteria upon which a hierarchy could be based. Robert Bhaerman, Director of Research, American Federation of Teachers, discusses the problem in the following manner:

> ....the process of teaching is the whole of which there are many irreplaceable and incomparable ingredients. I believe the value scheme of a number of fellow educators in regard to teaching, to developing curriculum, and to applying research is really misconceived. I personally find it impossible to judge the most important among these tasks; none is of lesser or greater value than any other.
>
> Categorizing teacher roles, like enjoying oysters, should not be regarded as a cosmic absolute. Which of three or four values outranks the others will depend on which is the better instrument for achieving a given objective, e.g., growth of children, knowledge, and abilities. A hierarchy cannot be established so easily for that goal.[9]

The writer does not disagree with the point of view that all positions are important. Yet it does seem reasonable that some can be considered more crucial and/or require greater training, etc., in the teaching of children than can others.

To most observers it follows that a hierarchical arrangement of tasks justifies a hierarchy of salary ranges. This is stated specifically by Rand,[10] Allen,[11] English,[12] and the Minneapolis Citizens League School Personnel Committee.[13]

The hierarchy of salaries is one of the ingredients that causes most critics to be wary of D.S. proposals. It is seen as a way to get around the merit pay issue which has seldom been successfully administered. Yet, the hierarchy of salaries in a merit pay program and in a D.S. program are based upon completely different criteria. In the merit pay program the difference in salaries is based upon an evaluation of teachers performing similar tasks. In D.S. the difference in salaries result from differing tasks, one of which is designated at a higher level than the other. This distinction is clear to the writer. Yet, this one issue promises to be raised over and over again. Professional associations are wary of this aspect of D.S. programs.

Professional associations are concerned about another aspect of D.S.: the fact that certificated teachers may be replaced by para-professional and clerical personnel. Because of a teacher shortage this was not a crucial issue at the time of the NASSP studies. At the present time, however, a teacher shortage does not exist in much of the United States. The self preservation instinct has resulted in a questionning of the motives of D.S. programs. At least one state organization--Oregon Education Association--at its 1969 Representative Council Assembly adopted a resolution against D.S. projects where certificated personnel would be replaced by non-certificated personnel.

Despite the objections of some to the concept of D.S., there is some agreement, as the writer sees it, concerning the needs in the training and utilization of educational personnel to provide a positive learning environment for each and every student:

1. A need exists to utilize educational personnel to perform specific teaching tasks commensurate with their ability and interest.
2. A need exists to train personnel to perform tasks of varying degrees of difficulty commensurate with their ability and interests.
3. A need exists for prospective teachers to participate in clinical field experiences very early in preservice education.
4. A need exists to utilize a variety of educational personnel to improve communication with and learning for disadvantaged children.
5. A need exists to identify, train, and utilize personnel from all available sources to serve in a variety of ways in the process of education.
6. A need exists to increase the variety of modes and points of entry into the teaching process, e.g., personnel entering from the farm, factory, home, and office.
7. A need exists to improve the development and retention of competent educational personnel by creating career patterns with different responsibilities and compensation.
8. A need exists for a number of agencies to cooperatively develop improved preservice and inservice training programs for a variety of educational personnel.

Proponents argue that D.S. will satisfy these needs. However, it is also clear that merely defining three or four levels of teaching will not do the job. Several steps need to be pursued:

1. Carry out an educational needs assessment. Students, parents, community members, and educational personnel should contribute.
2. Define and list appropriate behavioral (performance) objectives for children from a wide range of social and economic levels.

3. Define the skills, competencies, tasks, and vehicles necessary to implement Step 2.

4. Define the responsibility levels required of personnel to implement Step 3.

5. Write job descriptions which satisfy the responsibility levels defined in Step 4.

6. Employ or train personnel to fill positions defined in Step 5.

7. Staff the school with the personnel defined and hired.

8. Evaluate, and redesign as needed.

Completion of these steps do not, of course, guarantee a successful program. It does appear that schools who have pursued similar courses of action have a greater chance of success than others. The keys to successful D.S. programs--or any other educational venture for that matter--would appear to be open channels of communication and a built-in inservice training structure. A D.S. structure provides potential for both. The school is staffed by a few "super" teachers who can serve as initiators and sustainers of inservice programs. The programs can be directed toward teacher performance goals, thus providing continually self-modifying task descriptions for the various roles. Regarding inservice, Dwight Allen has this to say:

> It should be fairly obvious that an inservice program based on differentiated performance criteria lends itself admirably to a kind of research which will feedback into the program and hence make it self-adjusting to a large extent.[14]

One additional area should be considered. Does the concept of D.S. conflict with the theory of innovative organizations? Districts which are now initiating D.S. projects appear to be innovative and are embarking on a new venture which in most cases will result in a restructuring with job specificity as one of the ingredients. Will the highly stratified, highly departmentalized staff allow itself to continue to innovate once it is installed. Allen indicates that it is a self-adjusting unit. Victor Thompson does not address himself directly to D.S. but makes the following points concerning innovative organizations:[15]

1. The innovative organization will be characterized by a structural looseness generally. Job descriptions will be of the professional type rather than the duties type. Communications will be freed and legitimate in all directions.
2. The innovative organization will not be so highly stratified as are existing ones.
3. Group processes will be more, and more openly, used than at present.
4. In the innovative organization, departmentalization must be so contrived as to keep parochialism to a minimum. Some overlapping and duplication, some vagueness about jurisdictions, would make a good deal of communication necessary.
5. Different kinds of structure are optimal for different kinds of problems.
6. Peer evaluations will become more important in recruitment and placement, and it is possible that a kind of election process will be used to fill authority positions.

Assuming that Thompson's points are valid, the D.S. concept needs to be studied to see if the new organization does indeed remain a potential innovator.

What does the future hold for D.S. programs? Can they survive the "merit pay" critics? Will professional associations see their way clear to support the proposals? Can personnel be trained in large enough quantities to fill all the new positions which may be created? Will the organization continue to adjust and pursue new directions as the need becomes apparent? What do you think Mr. Superintendent, Mr. Personnel Director, Mr. Inservice Director, Mr. Principal? Differentiated staffing may not be as hot an issue as sex education, but unless it is initiated properly the professional staffs and citizens may create a furor which will effectively block the program.

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CHAPTER XV

Integrating Pupil Personnel Services in Our Secondary Schools

by

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Our high schools would like to be considered dynamic, innovative institutions. Yet they tend to cling to the hierarchical and bureaucratic system which creates roadblocks to significant change. In this frame of reference the educational process has been educare -- "to put into" -- and students have been the passive recipients of education as a product The pupil personnel services provide ancillary services peripheral to the learning process in this outmoded concept.

The many changes that are occurring in our society require adjustments to be made in the educational program and process. Nevitt Sanford states, "The time has come for us to control our zeal for imparting knowledge and skills and to concentrate our efforts on developing the individual. . . . . By education for individual development, I mean a program consciously undertaken to promote an identity based on such qualities as flexibility, creativity, openness to experience, and responsibility."[4] Education, then, becomes educere -- "to lead out of" -- so that education is not a pouring into but the means of providing a learning climate in which the greatest possible development of potential and fulfillment can take place.

The need for basic change in the educational process is especially important in the high school since this is the institution which is currently providing a significant proportion of American society with its exposure to terminal education. The urgency is seen in clear relief in the hypothesis: The high school dropout is frequently the one who has stopped trying in the academic situation; motivation and interest are depressed because of the relative lack of a successful school experience.

Change in the structure of the secondary schools is continually being needed to meet the demands of local communities. Can our high schools make a meaningful commitment to the pressing problems of providing learning experiences for a highly urban and increasingly disorientated society? Can they respond to the manpower needs of business and industry? Can they participate in education as a respected partner with higher education? Can they rehabilitate where so many others have failed? Can high schools provide the climate and the encouragement to help individual students feel more keenly, experience more deeply, live more fully -- to achieve their full range of human potential? Can our high schools be many things to many people?

Any hope of achieving even a modicum of success in reaching some of these goals depends, to a moderate extent, on the pupil personnel services program. This part of the school organizational apparatus can and should assume appropriate and proportionate responsibility in this effort. What is proposed here is that pupil personnel services are basic to implementing the total school program. Three major functions of education must be given equal emphasis. Instruction, administration and supervision, and pupil personnel services are equally essential to the development of a comprehensive school program designed to meet the needs of students in today's complex society.

The 60's are now over and many pupil personnel workers are examining with increasing seriousness the status of their role in the educational process. Many of the professional organizations to which these people belong are going through much soul-searching as to change of emphasis, purpose, and expectation. Consensus becomes increasingly difficult to achieve. Presently it appears that pupil personnel services within the school community have developed as a conglomerate of activities reacting to forces within the school community rather than as an action program for shaping forces. The wave of student discontent and open disruptions have forced an examination of educational practices and pupil personnel services has found itself vacillating as to its role in responding to the needs and demands of students and to the institution. Some of the activities presently occupying the time of pupil personnel workers need careful scrutiny.

The climate for acceptance of pupil personnel work, as such, in the high school is generally positive because the increasing need of services that can be provided is apparent to the Boards of Education and the communities they serve. Pupil personnel work is gaining in importance and, hopefully, it can soon be recognized as a function that is equal to instruction, curriculum, and management throughout the country.

The goal of pupil personnel services is to help make possible an educational program for each student that is commensurate with his individual needs, interests, and aptitudes; and to help provide the physical, emotional, and social conditions which will facilitate maximum development of the potential skills, insights, and understanding accessible to the individual.

The basic rationale that supports the importance of pupil personnel work in the high school is that the "pupil personnel point of view" and the "high school point of view" are one and the same. The following statements are indicative of pupil personnel philosophy: "students as individuals;" "optimum development of the individual;" "preservation of basic freedoms;" "renewed faith in an extensive use of democratic methods;" "development of mature citizens;" "The individual's full and balanced development involves the acquisition of a pattern of knowledge, skills, and attitudes consistent with his abilities, aptitudes, and interests." These statements come from the list of purposes and objectives of selected high schools. The following declaration of one school is an example which might be duplicated many times throughout the nation:

> "Our philosophy of education is based on our cultural heritage, especially in the principles of democracy and the system of public education which has evolved from it. We believe that democracy as a way of life implies equality of opportunity and freedom of choice and an inherent dignity and worth of the individual. Our high schools provide students with meaningful educational experiences which include: giving all students the opportunity to develop to their optimum capability; fostering personal development, promoting effective social relationships; and preparing students for their responsibilities as contributors to our society."[3] (Niles Township Community High Schools, Skokie, Illinois.)

The philosophy that is common to the high school and to pupil personnel work is based on a foundation of democratic-humanitarian principles. It is the upward extension of the American ideal of equal opportunity. Without doubt, pupil personnel work and the high school have common objectives. As such, they reflect the basic pattern of American democracy with its concern for individual opportunity.

Existing pupil personnel programs are basically regulatory, servicing, or therapeutic. They are inappropriate to the needs of students today in a changing society. They leave out an important consideration needed currently and predictably for the future. One of the historical models for the pupil personnel worker is that of regulator. The principal needed help in regulating behavior. The early pupil personnel workers were given the titles of "monitor" and "warden" by the students and "deans" by the school administration. In this plan he was often the principal's no-man. He tended to regulate, repress, reject, reproof, and reprimand, and sometimes remove students.

Perhaps the most prevalent concept today is that of maintenance or service man. In such a role the pupil personnel program is a series of separate services. The worker himself provides efficient services for students who seek them. These may include especially trained individuals such as counselors, school social workers, school psychologists, attendance workers, speech and hearing clinicians, nurses, and psychiatric services depending upon the size of the school and the financial resources available.

A third concept of the pupil personnel worker is that of a therapist. In this concept the worker behaves as if he were a psychotherapist or a counseling psychologist. His contribution to the educational program is providing therapy for a few selected students who have personal problems. Counselors, in this role, tend to become isolated in their counseling offices and then become identified in the perceptions of students as places to go only when you have problems. If the counselor is a "Rogerian," he becomes confused regarding his commitment to the educational process.

Activity is likely to remain safely constricted in the therapeutic confines of the counseling center.

As the pupil personnel profession enters the decade of the 70's, there is a clear call for a new concept for the profession and a new role for the pupil personnel worker. This includes counselors, nurses, social workers, psychologists, and other service-oriented people not directly concerned with the learning process. Many have talked about this type of person but few have described the kind of person he is and, as a result, what he does. This calls for a new kind of person, a person who is hardheaded enough to survive the battles that rage in academe and yet a person warmhearted and deeply committed to the full development of human potential.

As traditional concepts of human nature and of education are uprooted, it is precarious to articulate new directions when they are so dimly perceived. Educational Don Quixotes are likely to fabricate a design out of their own dreams and frustrations. Therefore, the fragments of an emerging concept that is presented here represent hopes of what might be and hopes that are buttressed by a growing number of educators, pupil personnel workers, instructors, and administrators who believe in and who have begun to provide opportunities for the full development of human potential. This can only be described, then, as a tentative statement. It needs modification to fit the needs of a particular building. Many geographical areas such as New York State and California have moved in this direction much faster than other parts of the United States. There are also many individual schools that have incorporated much of the philosophical base of the view presented here. All across the nation, school systems are searching for ways of making their services more appropriate, but the function of pupil personnel services and their packaging is still in a fluid state and merely being in the same department doesn't insure a joint effort or a consistent view of role.

There are those who talk about an emerging concept who feel strongly that there is a need for a new name. New causes are often helped by new titles. Some of the new titles more accurately describe the functioning of the new pupil personnel services man than the old labels of counselor or dean. Be that as it may, the term of Pupil Personnel Specialist might reflect more accurately some of the special dimensions of this concept; however, it might not be adaptable to all the professional roles that this paper is defining under the umbrella of pupil personnel services. This type of individual does not limit his work solely to students; rather, he is interested in facilitating the development of all groups in the educational community (faculty, administrators, other service workers, and board members). Putting it in another way, the concern of these individuals should extend into the total community. With this concept, it seems reasonable that social workers, counselors, nurses, psychologists could enlarge their job role to working with other groups besides the student, such as the faculty, parents, and community agencies.

Dr. Franklin Shumake, Director of the Pupil Personnel Services Demonstration Center at Conyers, Georgia, adds another dimension by stating: "The education of the various pupil personnel specialists will come to have a great deal of common courses and methods of training. This will take place in spite of the protesting of well-entrenched departments of specialty within universities. This concept would not destroy traditional department lines, but it will tend to strengthen instruction within each of them as the various departments attempt to educate pupil personnel specialists who will function as a team."[5]

One way of describing the plan that is being suggested is to talk about the pupil personnel worker as a person. The kind of person who is needed has been described as a self-actualizing and self-realizing person and a fully functioning person. Such personalities are described as open to experiences, democratic, accepted, understanding, caring, supporting, approving, loving, non-judgmental. These persons tolerate ambiguity; their decisions come from within rather than from without; and they believe that life is an adventure worth living. They risk involvement; they reach out for experiences; they are not afraid to encounter others or themselves. They believe that man is basically good and, given the right conditions, will move in positive directions. They believe that every student is a gifted person, that every student has untapped potentialities, that every human being can live a much fuller life than he is currently experiencing. They are not only interested in the sick students ("emergency" orientated), they are interested in all students -- in helping those who are unhealthy to become more healthy and in helping those who are already healthy to achieve yet even greater health. They are more interested in positive human experiences than in negative human experiences. They believe that all human beings wish to live richer, fuller lives.

This kind of person has a high degree of self-confidence and self-acceptance out of which emerges a strong trust for others. However, he must not only be committed to positive human development but must also possess the skills and the expertise that will enable him to implement programs for the realization of human potential. He must be able to communicate with other administrators in the school and he must be able to keep the functions and services under his responsibility operating efficiently. In this view, present services and functions would not be disregarded.

These are needed because they serve students in important ways. The emphasis of the program, however, would be different. The program would be focused on positive changes in student behavior rather than on the efficient functioning of services.

In order to develop and implement a humanistic program in a school, the pupil personnel worker must understand the social system in which all members of the school community live and work as well as the ecological relationships of those members to the academic setting. He must understand the nature and complexity of bureaucracy and how it affects student development. He must understand and appreciate the diversity of student subcultures and learn to use those subcultures in the development of an institutional climate that allows for full growth and development in the school community. He must do relevant research on student behavior to evaluate the success of the program and to communicate to his colleagues what his program is accomplishing.

Within what kind of an organizational structure can the administrator of a pupil personnel program develop a program which facilitates the release of human potential? How does he function as an administrator to implement this philosophy and goal?

The most appropriate organizational structure should be decentralized, with responsibility and authority shared throughout the school. A climate of "participative administration" set by the superintendent should permeate the institution. Gibb describes this concept as follows: "The administrative problem of innovation is to remove fear and increase trust, to remove coercive, persuasional, and manipulative efforts to pump motivation, and to remove tight controls on behavior that tend to channel creative efforts into circumvention, counterstrategy, and organizational survival rather than into innovative and creative problem solving."[1]

The chief pupil personnel administrator deeply committed to the facilitation of pupil services will offer his own staff participative leadership. However, if he attempts to create a democratic staff island amid a network of rigid bureaucratic controls, he does so at considerable psychic cost, both to himself and to his staff and with a corresponding loss of creativity. The autocratic principal is the antithesis of the democratic pupil personnel worker when they attempt to work in the same institution -- neither they nor the institution can function effectively. The problem is just as acute when an autocratic pupil personnel worker (and there are some) is employed or inherited by a democratic principal. Unfortunately, many democratic principals have become disillusioned with pupil personnel workers because they have known only "old model" counselors, social workers, psychologists.

In line with the concept of "participative administration," the chief pupil personnel administrator should function and be accepted as a full member of the administrative team. As a member of this group, the chief pupil personnel administrator functions not only as a pupil personnel administrator but as an official of the district working with other administrative officers and, hopefully, with representatives of the faculty and students to solve problems confronting the entire school system.

The administrative officers responsible for pupil personnel services, business management, administration, and instruction should be on the same administrative level and should work closely together. The key question is not one of separateness but rather one of locating the chief pupil personnel services administrator in a strategic position in the formal hierarchy of authority so that his judgments both scholarly and professionally become the decisional premises of the pupil personnel services actions of the total organization. Some of the "old guard" see this as a power struggle, believing that any realignment would decrease the power and importance of their function. It is not to be denied that the emergence of pupil personnel services has served to "rock the boat" and that for those who prefer to run a steady course this emergence has proved, and will continue to be, very troublesome.

The National Association of Pupil Personnel Administrators in their pupil personnel services position statement point this up by saying:

> "The pupil personnel administrator should be responsible to the superintendent for the development, direction, coordination, and evaluation of all activities which are included in the program. He should be responsible for the general supervision and evaluation of the pupil personnel staff. He makes recommendations to the superintendent concerning desirable policies, the further development of the program and the implications for other aspects of the school program. As a member of the 'administrative cabinet' he shares with other key administrative personnel the responsibility for planning with the superintendent and board of education the coordinated development of the total program of education."[2] (NAPPA Position Statement, April 1969.)

The chief administrator of a pupil personnel program works democratically with his staff to develop plans which will assist in implementing the goals of the school district. As an administrator, he delegates and defines staff responsibilities; coordinates the work of the staff, helping each staff member to see how his work relates to the whole. He conducts planned, in-service programs for professional and personal development. The larger his staff, the greater proportion of his time is spent in integration, communication, and coordination rather than in performing direct services to students. He is both task-orientated and people-orientated.

If the pupil personnel worker is to be effective in accomplishing his purposes, he must work closely with faculty and students where they are. Pupil personnel staff members can extend the impact of this program by serving as liaison persons in instructional areas in terms of their interests and backgrounds. They should attend departmental meetings, participate in projects and workshops, and assume responsibility for informing the other pupil personnel staff members regarding developments within their areas of competency. The pupil personnel worker should become acquainted with the faculty members he works most closely with to insure continuing communication and liaison with the pupil personnel program.

When the pupil personnel program is extended into the instructional units of the school, and when such activities are carefully coordinated by an effective pupil personnel administrator, students and faculty alike become more aware of the significant impact that pupil personnel can have on their development.

Everyone on the high school staff -- from the superintendent to the custodians -- should contribute to the central role of the school: student development. Pupil personnel people should become experts in certain aspects of this process. Educational activities can be viewed as falling along a continuum from cognitive to affective. Faculty operate mostly at the affective end. In the center of the continuum, there is a rather large and obvious area of overlap. Information about graduation requirements, courses of instruction, part-time jobs, occupational information, health hazards of drug abuse are examples of pupil personnel activities toward the cognitive end of the continuum. A faculty-student conference in which the student talks frankly about a personal concern that is interfering with his studies approaches the affective end of the continuum. All communication has affective components related to the degree of warmth and acceptance and humanness with which it is conveyed. Activities primarily focused at either end of the continuum contribute to the other. For example, a faculty member who helps a student improve his writing or grasp a difficult concept or make a speech with more confidence is contributing to the student's feelings of adequacy and achievement, as surely as the pupil personnel worker who talks with him about his personal problems. On the other hand, the feelings of acceptance and worth which a student receives from an encounter group will help him to function more effectively in cognitive areas. The contributions of faculty and pupil personnel workers are thus complementary. Each contributes his own expertise to the total development of students. Neither group has a corner on the process. The task of the school is to coordinate these complementary contributions in order to develop student potential.

When a pupil personnel staff member works closely with the instructional staff, the opportunity for complementary arrangements with faculty members is greatly increased. Faculty members want to be better teachers. Yet frequently educational institutions do not allow faculty members an opportunity to express their personal concerns regarding their own teaching style. If a faculty member's own growth as a person and a teacher were a major concern of the institution, pupil personnel staff members could play important roles in helping faculty become sensitized to their own and student needs. Many faculty members need a great deal of help in coming to appreciate the philodophy of the truly open door and the challenge and opportunity of working with groups. Pupil personnel staff members gain a great deal by enlisting the help of faculty members in providing insight for specialized help to solve student and institutional problems.

Since pupil personnel staff members are more concerned with affective aspects of student development, it follows that they can participate in student development of concepts not usually available in instructional programs. An example might be group counseling in social relationships. The student is provided with an opportunity to examine his values, attitudes, beliefs, and abilities, and an opportunity to examine how these and other factors affect the quality of his relationships with others. In addition, students would examine the social milieu -- the challenges and problems of each student, with an opportunity to broaden and deepen a developing philosophy of life. Such a plan could be handled in basic encounter groups by well-prepared counselors in group process. In many cases, sensitive instructors can work with pupil personnel staff to develop and facilitate the operation of such a plan.

Another role of the pupil personnel worker is to participate actively in getting students involved in the life of the school. In a new building, before anyone has an opportunity to suggest different alternatives, the chief pupil personnel administrator should help set the tone. This should extend far beyond the usual student government association. What is wrong in considering student membership in such groups as the curriculum committee, the administrative council, building use committee? If the high school experience is to be meaningful for the student, then he must be involved in the life of the school and this means being involved in its major activities.

Most high schools are committed to a student-centered approach at least in statements of philosophy. This philosophical commitment is stated eloquently in the student handbook. The prospective student is told that the high school is dedicated to providing its resources for his growth and development. He is told that the high school believes in the worth, dignity, and potential of every individual and that every attempt is made to see that he is more than a nameless face in the crowd. He is told that the high school promulgates the ideals of American democracy in order to better equip him for his role as an informed, mature citizen. The high school is described as a place where every student will achieve success commensurate with his interests and abilities. With comprehensive programs and an open door, there is something for everyone -- all come and all are served.

The incoming student readily accepts these promised opportunities. Once enrolled, however, the student frequently discovers new facets of the high school. He discovers the rules and regulations of the school in a special section of the handbook or at orientation assemblies. These rules and regulations tell the student how the high school really operates -- how the high school practices its philosophy. In many cases he discovers that there is a difference between promise and practice. Usually he finds -- especially if he is in need of academic or personal help -- that philosophical promise loses something when translated into rules and regulations. He will discover, to his dismay, that the proof is in the practice. We need order and organization but we also need to be mindful of being consistent in carrying out philosophy.

Students are searching for identity in an age in which identity is difficult to achieve. Repressed minorities are seeking identity as ethnic groups. Student agitation generally is an attack on the practiced values of the society and they will continue to attempt to relate their education to these problems. As society changes from scarcity to abundance and man's more basic needs for maintenance and security are increasingly satisfied, the higher needs of self-esteem and self-fulfillment take on a different priority. Pupil personnel workers in high schools can make major contributions in helping a significant proportion of our society find greater self-fulfillment. To achieve these goals the pupil personnel department must be identified as an administrative unit at a level that avoids domination and facilitates coordination and communication with instruction and curriculum. It must be independent and yet in close harmony with building administration and supervision. This can be done, however, only in school districts which are organized and administered for the purpose of achieving the greatest possible development of potential and fulfillment for all students.

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CHAPTER XVI

Individually Prescribed In-Service for Administrators

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Introduction

In-service training for administrators has had a rebirth recently with the advent of E.P.D.A. programs and mainline shots through A.A.S.A. auspices. While these programs offer considerably more to practicing administrators than has been available in the past, there are new ideas and refinements which are yet to be tried.

In the nation's schools, there is a great deal of lip service paid to individualization of instruction. Very few schools, however, have the gut approaches to learning that are so important if the nation is to continue to excel. Several schools, innovating in this area, base program improvements and operations on some definitive research facts:

1. People learn at different rates of speed.
2. Interests are varied.
3. All knowledge is related.
4. Responsibility is learned by taking responsibility.
5. Learning is non-sequential.

Programs that implement these basic tenets reflect a great deal of promise for maximizing individual potential. Typically, these programs begin with (a) an assessment of the individual to determine his skills, needs and interests; and (b) an assessment of the individual's sub-societal requirements. Following this assessment, an individualized program (prescription) is written to increase skills and fulfill basic needs and interests. Following implementation of such a prescription the individual is re-evaluated and a new prescription written, etc.

It is the feeling of several thoughtful administrators that this same process would be apropos when planning in-service programs for administrators. One need only observe the lack of expertise in the administration of public schools, colleges and universities to realize that the "in-service movement" is greatly needed and mandatory if institutions are to operate effectively. Some feel, however, that many in-service efforts will be in vain until proper assessments, prescription, and re-assessment procedures are adopted. This idea needs to be pursued in some depth if administrators are to improve according to their own patterns of development.

The purpose of the three-week study at the University of Illinois was to examine existing or proposed assessment programs for determining professional needs of school administrators so that individual in-service programs can be established.

Following the establishment of an assessment program, a pilot run on several district's school administrators should be implemented. With these results a more definitive program of assessment can be initiated, administered in any school district, and an individually prescribed in-service program for administrators established.

The most important aspect of this program is the identification and development of appropriate assessment instruments and processes. The concentration of study under the E.P.D.A. fellowship program is in the assessment area. All other parts of the program are developed off the campus or are yet to be accomplished.

Application

Management by objectives has been given a lot of ink in recent journals when accountability is being discussed. The establishment of goals by administrators is mandatory if the assessment program is to be meaningful. This goal establishment must not be a separate part of assessment but rather an integral part of the total program.

Co-incidentally with the design and implementation of assessment procedures, goal-oriented structures for district personnel must be implemented. It is the assessment of the individual, operating within the goal structure of the institution and self, that has the most promise in establishing individualized in-service programs.

The first priority in establishing an individualized in-service program is the institution of an assessment program for which the first requisite is a goals establishment pattern. Goal programs, individual and institutional, then become the hinge on which the entire program is based.

Administrators must operate within a system of institutional goals. Most of the time these goals have developed historically, are not written, and are articulated in a very ineffective way. A first course of action to delineate institutional goals is to establish several sub-systems to study purposes, needs, and capabilities of the organization and begin to formulate a written statement of goals. When all sub-groups furnish input and participate in goal setting for the district, commitment by most sub-publics is facilitated. This statement then becomes the over-all guideline for future district development and direction.

Within this framework, it is necessary for each administrator to formulate his own goals. Typically, these goals will be stated behaviorally in terms of the individual's own professional growth and dynamics of his sub-system's development.

Assessment programs that deal with the quality and quantity of movement by an individual operating within the goal framework of the institution and self then has great promise for delineating areas of need in each administrator's operation. Goal analysis therefore becomes the backbone of the assessment program and consequently the individualized in-service potential.

During this past year, Mr. Leslie Murray, Assistant Superintendent for Instruction, Hinsdale Public Schools, and members of the administrative staff of the district have developed the goals approach in the system. Included in the appendix of this report is a conceptual analysis by Mr. Murray of the goals approach as conceived and used in Hinsdale and a progress review of the district-wide movement in this area (see Appendix I and Appendix II). School district personnel feel that this program of management by objectives (goals approach) is a necessary prerequisite for most of the programs districts pursue. In Hinsdale the goals program is being used as a basis for development of all programs of accountability, P.P.B.S., and the administrative in-service program.

In terms of the in-service program, the purpose is to bring the individual into focus with respect to his own individual makeup and his function in the organization. It is necessary then to discover how this individual profile can be superimposed on both individual and institutional goals. Where there is not a "goodness of fit" in the intermix, soft spots occur which become the basis for the I.P.I.A. program.

To summarize, the complete program would consist of:

1. Establishment of institutional goals

2. Establishment of individual goals

3. Individual assessment program (Administrative Skills)

    a. Characteristics
    b. Organizational ability

4. Individual prescription for in-service education

5. Re-evaluation (renew cycle)

Thus, the real problem of the I.P.I.A. program, and the focus of this study, is one of identification of the measures of administrative skills in terms of personal profile and organizational ability.

Assessment Program

Identification of measures of administrative skill is an extremely difficult problem. Much has been accomplished in the area of trait identification of successful administrators but very little with respect to evaluating the individual as he functions in an organization. Most of the material published recently and verified by innumerable experts on the Illinois campus however states that only about 10% to 20% of variability in school administrators' success can be accounted for through trait analysis assessing individual characteristics. Eighty to 90% of the variability is accounted for through analysis of how a person functions in the organization. The most important need, therefore, is to identify measures that describe the behavior of individual administrators as they function in the organization.

Ultimately, to achieve comprehensive assessment, a number of ap proaches must be examined. First priority, of course, is organizational assessment. The trait approach, while it accounts for little variability, must also be studied to help establish the operational pattern. One further area needing attention is the self-assessment factor. Using these three phases of assessment, a more complete picture of each administrator's capabilities can be established and used in connection with the institutional and individual goals program to provide the base for the I.P.I.A. program.

There are several other factors which might be considered if consistent effective evaluative instruments were available. These areas are the situational factors such as student, faculty and community pressures on the administrator. There are undoubtedly many of these that could be mentioned, depending on the circumstances of the situation.

One factor that is evaluated sporadically through the use of assessment measures already listed is the "charisma factor". There could be substantial gain in assessing success of an administrator in an organization if this factor could be isolated and measured. This writer feels that it is one of the most important factors in determining success but there are no empirical data that substantiate this feeling. Perhaps one of the most important impacts this study can have is to point up the need to identify and measure this unknown "charisma factor". If this were accomplished in the future, the assessment program as well as the I.P.I.A. program could be sharpened immeasurably.

As mentioned previously, most of the research on administrators' success deals with an analysis of personal traits of the individual that are associated with job success. (See references, Appendix III.) Traits that have been identified in the literature that have impact statistically are: Interests, power, money, and political manipulation.

Personality characteristics of successful administrators center in the dominant, self-confident, manipulative and social areas. Typically, they score high in factors of forcefulness, assertiveness, confidence, intelligence, creative planning, motivation, likeableness, responsibility, cooperativeness, drive and communication. Successful administrative needs are security, social autonomy, esteem, and self-actualization. Aggressive, conforming, cooperative, dominant, energetic, independent, self-controlled, persevering behavior has also been associated with administrators' success.

Measures which were examined which will quantify some of these characteristics are: The Strong Vocational Interests Battery, Allport Vernon Linsey Scale of Values, W.A.I.S., E.P.P.S., M.A.T., M.J.P.I., Otis, Bennett, Minnesota Paper Form Board, How Supervise, Minnesota Clerical, and Miller Analogies tests. The California Psychological Inventory, Gilford Zimmerman Temperament Survey, and McClelland's Motivation Test may also be used in the analysis of traits.

Research analyzing the nature of organizations and the administrator's function within them is sparse but more recent (see Appendix IV for references). Measures of organizational climate and structure of the organization are probably the most important in the assessment program for I.P.I.A. These measures include interview techniques, simulated games of management problems, in-basket programs, questionnaires and rating scales.

The most used, best quality measures of organization have been produced at the Ohio State University. Their in-basket tests, executive school games, Leader Behavior Description Questionnaire, L.O.Q. and L.R.Q. tests have been widely used during the past few years. Other outstanding examples of this kind of measure are the O.C.D.Q. - Organizational Climate and Descriptive Questionnaire, and Purdue Rating Scale (see Appendix V).

The L.B.D.Q. is probably the best and most widely used measure of organizations although it, too, uses a traits analysis approach. The recent publication of Rensis Likert's "Profile of Organizational Characteristics" offers some promise of progress although research on this measure is limited.

In analyzing organizations and climate, much more creative work needs to be accomplished Validity of the instruments is low and more insightful measures need to be constructed.

This writer did not examine research or measures on self-assessment programs; however, in the course of studying other areas, the Occupational Characteristics Index by Simson, Stater and Stake was identified. It appears that this tool could be useful in providing input for the self-assessment portion of the I.P.I.A. assessment program.

There are several bench marks for additional study and development of analysis of organizations which need to be discussed. These are bits and pieces which can provide the basis for development of new, more innovative, better constructed, more effective measures of organizational characteristics.

Victor Thompson, University of Illinois Professor of Political Science, distinguishes between the manifest organization and latent or informal organization - the indirect system being latent or informal. He also distinguishes the actors in the organization as being participants or observers. The participant is the institutionalized person, the observer a new person. There seems to be great promise for analyzing an organizational structure according to these dimensions. While Thompson has provided some positive results using these techniques, there is much work to be done, more data to be gathered, and new approaches to analysis implemented.

Andrew Halpin studied organizational climate, the conditions under which it could be changed, and approaches that might be appropriate for implementing change. Using the Organization Climate Description Questionnaire and factor analysis, he identified open (healthy) and closed (unhealthy) climates. Halpin concluded that an open organizational climate in schools fosters good dialogue which is to the advantage of the school enterprise. The O.C.D. needs wider testing but these results and others that have been produced in scattered studies indicate that this measure and the results it produces can provide a partial base for the assessment program of I.P.I.A.

One of the best types of analysis for assessing the characteristics of organization is provided by Frederick Hersberg and others in a publication entitled "The Motivation of Work". This study more than most others provides a base for analysis of organizations which has promise for contributing a new dimension to organizational assessment. Although the process is an interview technique and has questionable reliability, it has great promise.

In this study, Hersberg speaks of satisfiers and dissatisfiers. Satisfiers are found in work itself - achievement, recognition, responsibility, and advancement. The dissatisfiers, which are found in the environment, are salary, possibility of growth, interpersonal relations (peers, subordinates, superiors) supervision, company policy, working conditions, personal life and job security.

Hersberg's theory is referred to as the motivation hygiene theory - hygiene being more closely associated with the dissatisfiers as found in the environment, and motivation connected with satisfiers found in work itself. According to this theory a person tending to have success moves away from the hygiene end and toward the motivation end of the continuum.

Format for the Hersberg analysis is an interview technique. Generally speaking, the factors identified as satisfiers and dissatisfiers are mutually exclusive. Dissatisfaction factors are identified as hygienic. They act in a manner analogous to the principles of medical hygiene.

Hygiene operates to remove health hazards from the environment of man. It is not a curative, but rather a preventative. Hygienic factors are essential in preventing dissatisfaction and making work tolerable.

Satisfaction factors which Hersberg called motivators are the job-centered, task-oriented, which permit the individual to satisfy his need for self-actualization in his work.

Implications of the study for administrative behavior suggest that supportive supervision, effective communication and group effectiveness are important in the prescription for effective behavior. The teacher-centered approach is limited, however, because it concentrates on the dissatisfaction end of the scale. School administrators are geared more to the motivation end. One can experience work satisfaction without elimination of the dissatisfiers but the elimination does not necessarily result in job satisfaction. Job satisfaction depends on opportunities to experience personal and professional success, to have responsibility that counts, and to receive recognition - especially among teachers but also among administrators.

With these bench marks, the data and research available from trait and organizational assessment programs, and the potential for contribution in assessing organizational characteristics, there is much promise for better, more effective programs of assessment of administrators in the future. At this point, however, only very small increments of progress have been made in fragmented areas of assessment. Groups and individuals must use more innovative approaches to the problem to make any distinguishable dent in assessing the characteristics of organizations.

In summary, the assessment program for I.P.I.A. is three-fold: Organizational, individual and self-assessment. The organizational factors include climate and interpersonal relations; the individual - traits; and the self-perception. These factors and variables, interfaced with two sets of goals - institutional and individual - provide the basis for establishing an individualized in-service program for administrators. Two areas of need in developing meaningful assessment programs are:

1. Change Ability of an Organization
2. Interview Measures or Other Tools to Evaluate Charisma of Individuals.

In-service Prescription Program Futures

Providing an individualized in-service program presents some difficult problems stemming from historical developments in school systems, colleges and universities, and previously accepted patterns for these types of programs. There is desperate need for new ideas for seminars, workshops, independent studies, and university programs to help equip administrators on an individual basis for the new, exciting future.

Ideally, an individualized prescription for continuous training for any school administrator could be developed after completion of the assessment program and establishment of goals. The in-service prescription would be stated in terms of individual needs in moving toward institutional or individual goals, or of strengthening soft areas in the administrator's operation to enable a higher level of performance.

The process described above also has implications for preservice education. Various universities, colleges, or centers could specialize in certain areas and students (in-service or pre-service) could travel from center to center over the years, working in areas dictated by the individual prescription.

Advisors would work with administrators, helping to determine which activities in the centers or schools would be most appropriate in terms of the individual's prescription. Requirements would be wiped out for any institution or center, and more realistic requirements for individuals based on prescription and need instituted. "All the world is a stage", and all in-service programming could be handled conceptually the same way. A University of America, with personnel and centers spread over the nation, would provide individualized and personalized programs for administrators whose advisors and home bases would be local and close at hand.

A diagnostic center, regionalized to handle the assessment programs, would work closely with the University of America. It would be staffed by a limited number of specialists who would work in the various school districts in the assessment program, and a great number of other professionals on an ad hoc basis as needed to provide specialized input or local information about enrollees.

The in-service centers would also serve as generating points for new programs, workshops, or educational experiences that would fulfill needs identified in the in-service program prescriptions. Many new programs of in-service would, of necessity, be developed to fill the voids in current operations of the centers or universities. These new programs would be proposed by in-service center personnel according to the needs established from the diagnostic work. Development of programs would be accomplished by appropriate personnel picked from the nation to serve in an ad hoc capacity, specifically to develop the ideas for programming.

As mentioned above, this idea has implications for pre-service as well as in-service education. The same model of assessment, program development, and evaluation could be used. The A.A.S.A. Academy program could be brought into better perspective with the initiation of an assessment program to determine needs of participating administrators. Prescription of these seminars and workshops could then be made on a needs basis rather than ad hoc as they are now. The N.D.E.A. resident program at the University of Illinois could also be enhanced if proposed projects were part of a prescripted program to improve administrators in their positions.

The prospect for individualized opportunities for study provided by the University of Illinois resident programs is in the right direction. The experience could be greatly enhanced through establishment and implementation of a quality assessment program to provide direction for this study.

Summary Evaluation

This study was designed to provide an assessment program which, when superimposed upon individual and institutional goals, would produce input for establishing an individualized program of in-service for school administrators. The application would be to administrators at all levels in various types of organizations. Procedures to be used in instituting the program were:

1. Establishment of institutional goals
2. Establishment of individual goals
3. Assessment program for each administrator

4. Individual prescription for in-service education
5. Re-assessment

The assessment program is composed of three main areas:

1. Trait approach
2. Organizational assessment
3. Self-assessment

Needs in the assessment area are for measures of (1) change ability of organization; and (2) interview measures for assessing individual's charisma.

Using the assessment program as a base for prescribing in-service education produces individualized capabilities for in-service and pre-service programs. Regional diagnostic centers and in-service programs of national scope are the natural progression if the individualized in-service program become reality on a broad base.

Tasks involved in implementing an I.P.I.A. program are:

1. Attempt to understand the individual professional growth profile requirements
2. Develop new instrumentation to supplement existing measures
3. Administer and interpret assessment measures
4. Familiarize participating administrators with program possibilities nationally
5. Develop prescription possibilities and combinations
6. Develop policy on implementation

There has been a great deal of interest shown in this approach by university and foundation personnel. Opportunities for acquiring funds to develop it could be forthcoming. Nevertheless, the I.P.I.A. proposal is based in research, and found on sound principles of how people grow, develop, and learn. For these reasons, it should be given some consideration and a fair hearing.

APPENDIX I - CONCEPTUAL APPROACH, MANAGEMENT BY OBJECTIVES

Introduction

The author's interest in this particular topic developed as a result of working with teacher groups in district negotiations. As discussions were held with reference to teachers' salaries, it became increasingly apparent that pressures will increase as salaries rise to provide improved means of staff evaluation. Also apparent in such discussions was a feeling of lack of communication between teachers and their superiors. A feeling on the part of teachers that their voices were not being heard in planning where the district was going educationally.

An ad hoc committee was formed consisting of teachers and administrators to consider these problems. In considering staff evaluation the teachers expressed the belief that all staff should be subject to evaluation on a regular basis, in a meaningful manner. This feeling logically leads to the need for improved communication between levels with reference to a number of questions such as: What is good teaching? What are we trying to accomplish? What is the role at each level in decision making? What needs to be done to improve education and encourage innovations? How can we satisfy the increasing demand for accountability? What is the process by which all the preceeding questions and many others can be resolved?

In considering ways to resolve these questions it seemed obvious that total staff participation was required in a sound, systematic, technique to plan, implement and assess results.

This paper represents a brief attempt to conceptualize systematically an approach to bring improvement in evaluation, staff participation, communication and management based upon adaptation of industrial developments in Management by Objectives to an educational setting.

Systems Approach

Systems analysis can be defined in a number of ways, for example: John Dewey's careful analysis of the problem solving process is similar in spirit to what is called systems analysis.

A system consists of two or more parts and their relations which together form an identifiable entity. Analysis provides glimpses into the parts and operations of the system.

The characteristics of the systems approach that distinguish it from other efforts can be found in its emphasis on generating models of the area under study, its focus on quantitative analysis techniques, its call for the creation of interdisciplinary teams to attack complex problems and its reliance on identifying alternate means to stated goals.

The systems concept can be traced to Gestalt who popularized the whole is greater than the sum of its parts, which leads the system analyst to suggest taking a look at the total situation before attempting to do something about one element within. It would follow that the school administrator must view the whole picture so that the parts take on appropriate significance.

A system according to Dr. Carver, "is a network of interacting independent variables." Knezwich states, "A system is any collection of persons with resources, a plan and a goal."

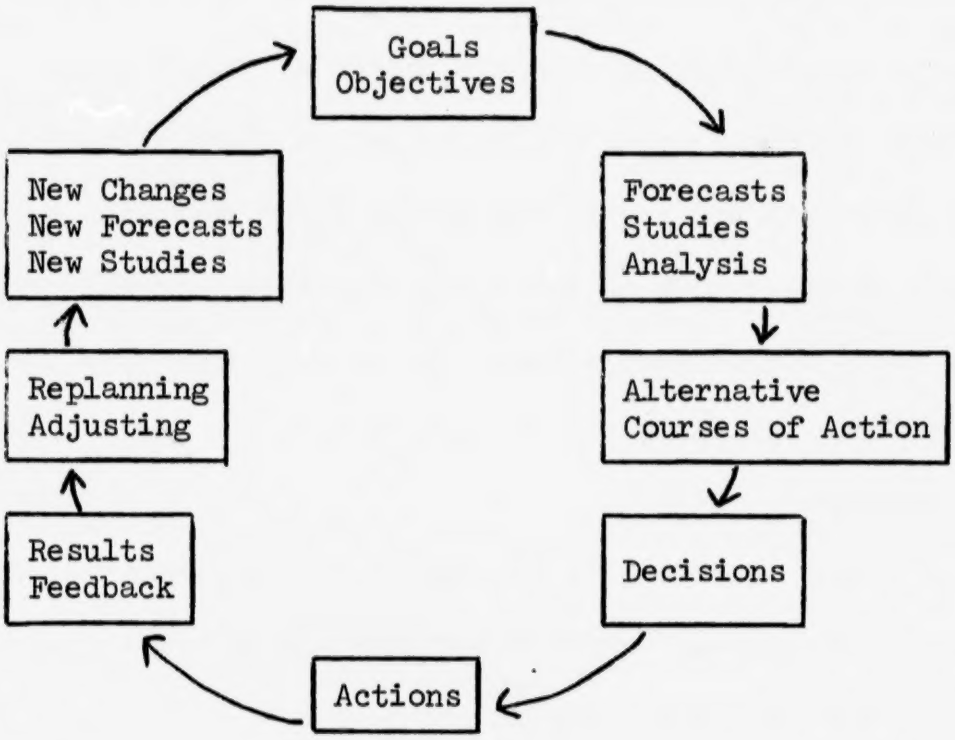
Every system does have boundaries. If there is interplay between factors within and those on the outside, it is called an open system. If no such interchange takes place it is a closed system.

The systems approach or analysis was initially developed in industry and the federal government and is a composite of a number of planning procedural and allocative strategies. The Department of Defense, under

McNamara, implemented the concept of PPBS planning - programming - budget system. This is now coming into the educational scene as a part of the new belief in schools accountability.

Characteristics of the approach include: long and short range objectives; alternative plans; generation of models to high light the key elements and relationships among variables within the system; interdisciplinary teams; quantitative analysis techniques; and decisions based upon scientifically oriented procedures, particularly in cost effectiveness.

A decision system as taken from the AEDS Monitor of February 1970 is illustrated in Model I.


Goals
Objectives
Forecasts
Studies
Analysis
Alternative
Courses of Action
Decisions
Actions
Results
Feedback
Replanning
Adjusting
New Changes
New Forecasts
New Studies

MODEL I

In short, the systems approach is a way of looking at things in a highly rational and scientific way.

We could emphasize that this concept is really the scope of Ed. 463 since the course is designed to encourage the group to look at the whole of educational administration. The rapidity and complexity of change necessitates improved ways of anticipating future events and being prepared to meet them.

Models can be used to predict as well as explain. A model is a representation of reality containing only those elements which are of importance to better understanding control and prediction. They are key concepts organized and related to each other to facilitate systematic reflection upon the situation.

Hartley's writing in the May 1969 issue of the Phi Delta Kappan identified some twenty-five limitations of systems analysis in the field of education. All limitations can be resolved in his words "dependent upon the artistry of the user." In other words the accuracy of the input determines the value of the output.

The educational system is a vehicle for translating resources in the form of money and people into outputs related to the goals of society.

The educational system, like any other system, can be divided into a number of subsystems for analysis. Example: personnel administration with its elements or recruitment, employment, assignment, evaluation and transfer of manpower resources is part of what might be called the resources subsystem.

Management by Objectives

Industry recognizes that bureaucratic leadership tends to reduce risk taking which is necessary for high productivity. That such leadership resists innovation which is so important to growth. Odiorne comments, "It is more to the point to recognize that our environment now dictates the adoption of a more compelling kind of business leadership--the kind of leadership that will restore to the individual manager his personal risk for loss or gain."

Management by Objectives provides for the maintenance and growth of the organization by means of developing statements of what is expected from everyone involved and an assessment of what is actually achieved.

Industry is applying this concept either by internal development or by the use of consulting firms in what they call "Managing by Objectives." They believe and results show that employee participation in the establishment of personal and organizational objectives leads to more effective operation.

Walter R. Mahler indicates: "A considerable amount of behavioral research points to the conclusion that individuals secure job satisfaction out of the opportunity to achieve, to accomplish, to perform." The evidence, also, suggests that the more educated and the more professional type, employees, prize freedom and autonomy.

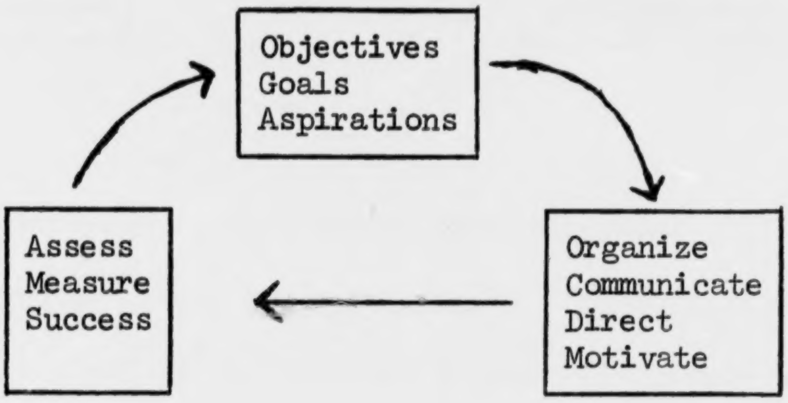
Therefore, one underlying assumption in a goals program is that it is important for an individual to set his own goals so that they represent a commitment on his part.

Application to Education

As you consider the educational system, the need to establish goals and objectives becomes increasingly apparent. The individual, group, and institution can be most effective when the desired expectations and needs are clearly understood.

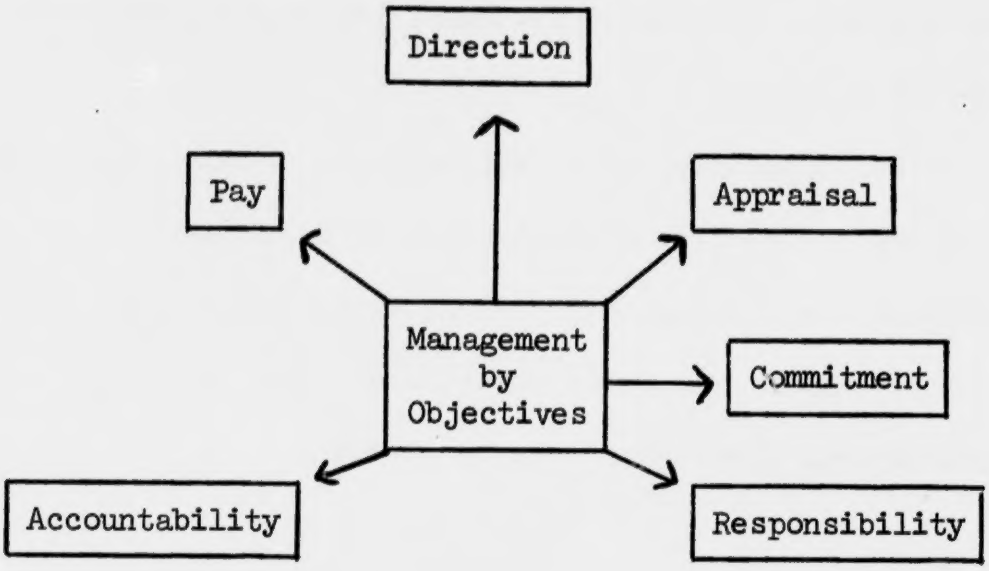
In adapting the concept of "Management by Objectives" in the educational system, management is perceived in the broadest sense. All individuals involved directly in the enterprise are managers. Hence, students, teachers, department chairmen, principals, and others in the hierarchy are managers.

The basic philosophy, as it applies to education, is to provide a process by which effective communication is developed between all levels with reference to: expectations of the individual, group, and institution, the priorities which need to be established, and, an understanding of the accomplishment and improvements to be derived.



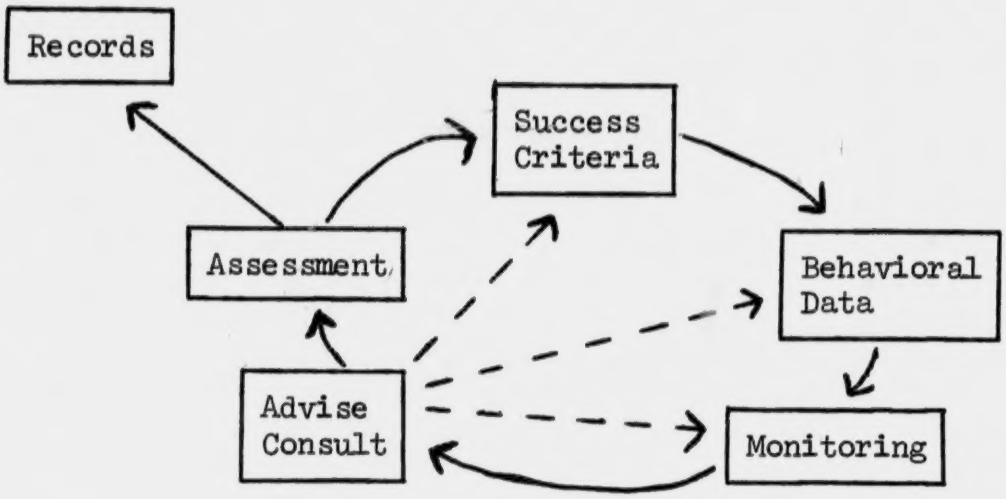
MODEL II

Model II, provides an indication of the continuing cycle of management in this concept. The establishment of desired outcomes in education should be the first step. Such a step is essential to bring about innovation and change. This step is followed by the organizing, communicating, motivating and directing to bring about the desired results. Measurement or assessment of accomplishment, in turn, leads to the repeating of the cycle as well as possible modification of the results desired.


Direction
Pay
Appraisal
Management by Objectives
Commitment
Accountability
Responsibility

MODEL III

Model III, indicates some of the implications and requirements in the management process. Direction, where are we going, what are our aspirations since they control the balance of the cycle. Appraisal, is absolutely essential to determine attainment. Commitment is essential on the part of the staff. Responsibility is established as a part of the process. Accountability can be provided through this technique. Pay structure for personnel could be established within the goals and their achievement. Other factors, as needed, can be systematically added to the process.

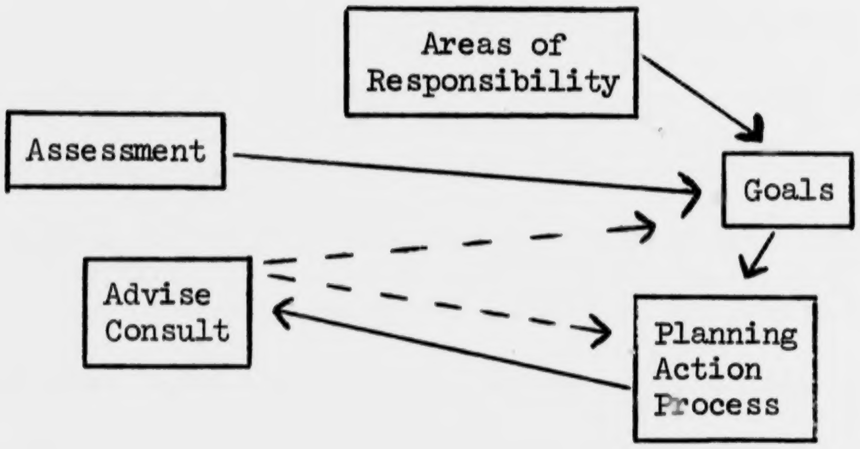

Records
Success Criteria
Assessment
Behavioral Data
Advise Consult
Monitoring

MODEL IV

This leads into one application of the concept, Model IV, which can be used for staff evaluation within the frame-work of the educational system. This represents what could be called an approach to "Individually Prescribed Evaluation." The first step is the development of the basis for evaluation between the evaluator and the evaluatee. Such criteria can and should include goals for the person to be evaluated. A teacher, for example, should develop personal and productive goals for her classroom. It should be emphasized that not all goals developed can or should be measurable by objective means. There are a variety of appropriate goals which can only be assessed by subjective analysis.

The establishment of behavioral data to be collected based upon success criteria is followed by a number of monitoring techniques to collect such data for analysis.

Supervisor-teacher conferences to discuss progress toward the criteria are logical steps and should be required. Such conferences can lead to modification of the other steps in sequence prior to the final assessment date.



MODEL V

When considering the use of goals as a management technique the Goals Systems, Model V, should be considered. Individuals at every level should identify, in cooperation, with their supervisors areas of responsibility.

In turn, goals should be established in these areas by the individual. Conferences must be held between the individual and his supervisor to consider and reach agreement on goals established. This process, in education, may involve only two people or many depending upon the need. District, building, department and team goals become a part of the process. As you expand, upon this concept, you lead to participatory leadership and in turn to commitment which is necessary for a successful enterprise.

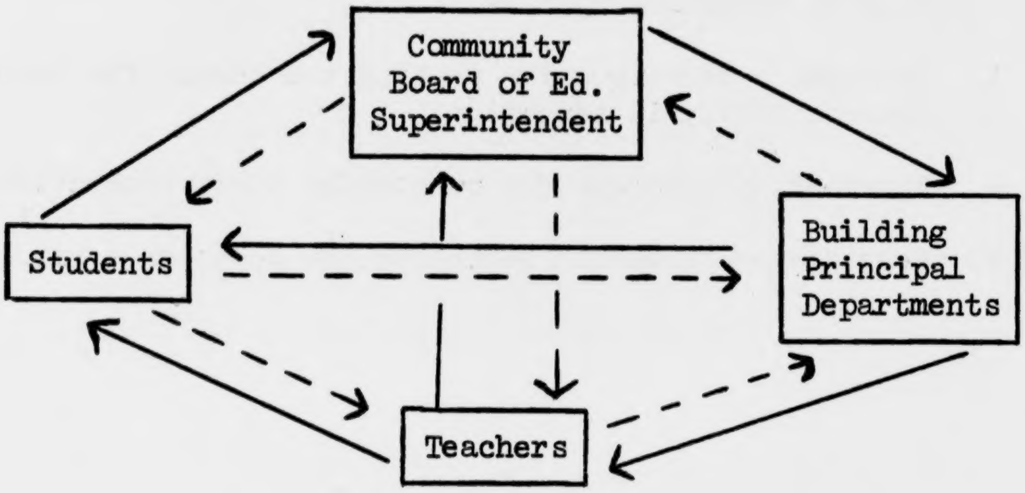
Goals can be established for professional growth, changes in group behavior, working relationships with others, etc. In short, some goals should be established to bring about improvement in the individual's weak areas.

Goals are based upon the individual's own assessment of need. They are not intended to produce conformity but to produce innovation and change to the betterment of the educational process.

A study by Thomas Sergiovanni indicates teachers derive most satisfaction from work centered activities when there is a sense of achievement, recognition, and responsibility. The goals process is designed to provide all of these through the individual's participation.

Once goals are established the teachers and other personnel, as appropriate, develop the action plan for accomplishment. Regular conferences leading to modifications of plans and possible changes in goals may take place.

At the end of the cycle, according to the time schedule established, you must assess the success of the operation. In turn, this assessment becomes the basis for new or modified goals for the next cycle.



MODEL VI

On a system-wide basis, this process, involves inter-communication between all levels, Model VI. The community, school board, staff and students need be involved in the development of objectives, long range, for the total system.

Such objectives, in turn, will have an impact on goals development at all other levels. Certainly objectives of the district cannot be achieved without dedication of the staff and student to their achievement.

In order to implement such a process, a full program of in-service training of staff would be required. Although much material is available in the area of instructional objectives, little has been done in terms of individual and group goals as is required in "Management by Objectives."

Conclusions or Comments

1. Development of this method of management is long range in scope.

2. It does provide a vehicle for participatory leadership.
3. It is designed to motivate the staff and lead to job satisfaction.
4. Although not discussed at length in this paper, the development of goals and objectives is essential in the use of "Planned Program Budgeting Systems."
5. Provides a technique for meeting the demand for increased accountability in education.
6. Provides a technique for meaningful staff evaluation.
7. Provides a systematic technique for decision making.

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APPENDIX II - PROGRESS REVIEW ON GOALS

During school year 1968-69, Ad Hoc committees from each district reviewed "Professional Growth" and "Merit Policies" of the Boards of Education. As a result, each committee recommended elimination or modification of these policies. They also recommended the expanding of staff evaluation and the consideration of goals and objectives as a part of the process.

As a part of the series of meetings Wendell Wood was invited to present a discussion on "Management by Objectives" as used in the International Harvester Company.

Follow-up on the desire for goals approach has lead to the following:

1. Two sessions were held with the principals during pre-school workshop.
    a. Included briefing on Management by Objectives with first participation in identification of area of responsibility and the writing of individual goals
    b. Involved a review of goals development with workshop in group approach to identification of areas of responsibility and the formulation of goals
2. August 26th Institute featured Dr. Garland Woolard who emphasized the "systems approach" to learning with a goals orientation. First session with teachers included same approach as 1-a.

    Prospect - Walker
    Madison
    Monroe - Monroe Annex
    Oak - Elm
    The Lane
3. Second session was held with teachers in schools under "2". This session similar to 1-b above.
4. In November Les Murray was invited to meet with District 181 Welfare Committee to discuss over-all purpose and goals of the process. Outgrowth of this meeting was a desire on the Welfare Committee's part to have Dr. Wood participate in the January 23 Institute. Also, considerable enthusiasm for the process.

5. A workshop for all administration was conducted in December with Dr. Wood serving as consultant. This meeting emphasized the interviewing aspects of the program. Follow-up to this meeting will be interviewing between teachers and principals in each building.

6. First meeting was held with teachers at Hinsdale, South in three separate groups.

7. Two sessions were held with Hinsdale, South Department Chairmen.

    a. Covered review of process and workshop activity in development of personal, departmental and building goals

    b. Reviewed one leading into the interviewing phase with simulation activity.

    c. These will lead into departmental activities.

8. Dr. Simcox has completed his first interviewing session with each of the principals.

9. District goals committees have been established
Membership includes a cross section of the teaching staff and administration.

Other activities as a result of policy change:

1. Evaluation committees have been established and are meeting in each district.

2. Principals and assistants are meeting in each district along with central administration to consider evaluation and a basis for pay.

Note: Dr. Wendell Wood (Member of the Board of Education, Hinsdale Township High School District 86) has served as our consultant in the "Management by Objectives" approach since its inception.

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CHAPTER XVII

Differentiated Staffing: An Operational Design

by

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Mesa, Arizona

What is so remarkable about great ideas is their inevitability. . . . and. . . . the idea of differentiated staffing was inevitable. It was an inevitable change because change is an inevitable phenomenon of nature and society. . . . initiated. . . . motivated. . . . inspired. . . . by some need. Change, however, does not necessarily assure progress--but progress implacably requires change. The need to differentiate in the Mesa Public Schools emerged from an analysis of what is as compared to what should be.

What is. . . . is an organizational system operating under assumptions of being operationally the most expedient and efficient. But, let's scrutinize these assumptions:

1) The first assumption that we make is that the teacher is the key facilitator of the learning process and is the most important factor in the school learning environment.

   If we truly believe this statement--and logically we must--then,

   a) what provision does there exist for a realistic involvement of the teacher in decision-making on curriculum planning, teacher methodology, etc.?

   b) What provision does there exist for facilitating personal self-growth?

   c) What provision does there exist for granting rewards to innovative, adaptive, and adoptive personnel?

Teachers, like people in most organizations, respond to formal and informal rewards, yet few school systems have worked out adequate means of granting such rewards.

2) The second assumption that we make is that all teachers have the same interests, abilities, and talents.

> This assumption is supported by our remunerative system based on endurance, longevity, and an increase in semester hours--rather than responsibility or performance. Yet common sense tells us that teachers are individuals differing to some degree in self-concepts, concepts of teaching, subject matter competence, educational training and backgrounds, social adjustments to children, their peers, the community, personality, economic circumstances, and in every other characteristic subject to human change or limitation.

Therefore, to believe that all teachers perform equally well in a given year and are worth the same amount of money on some salary schedule, is inconceivably naive--and yet, it is on this very assumption that school administrators and school boards award compensation. Equal pay for unequal performance is a perversion of the concept of equality.

3) The third assumption that we operate under is that every child has the same needs and all students learn by the same method.

> Support for this assumption lies in our instructional progress, which is measured by blocks of time served in various subject areas rather than in achievement or results accomplished.

If learning is to become a research-oriented, measurable process, then objectives themselves must become differentiated. If this becomes a reality, then differentiation as a means to attain these objectives becomes a necessity. If there exists any justification for differentiated staffing, it must arise from the fact that differentiated objectives demand differentiated means to achieve these objectives.

We have stated that the need to differentiate has emerged from an analysis of what is as compared to what should be, and we have just examined what is. Now, let's examine what should be. "What should be". . . . first requires a systematic assessment of our needs and a formulation of our goals based on these needs. Further, unless we are in a position to dispense with people in the educational process--which seems highly unreasonable at this time--our primary need becomes one of insuring the development of our human resources. Unless we focus our attention on human resource development, our technology, our content improvement, our instructional processes, may very well be a waste of time, resources and opportunity. Development of human resources, however, must be based on good judgment--and good judgment comes from experience--and experience comes from bad judgment. And we know from experience that authoritarian means cannot create democratic ends. A basis for human resource development should, therefore, stem from the following postures:

Posture No. 1:

The teacher is one of the most vital human resources in the education of children. As such, teachers must be respected and encouraged to utilize their own individual abilities, competencies, and personalities if their best characteristics are to be capitalized upon. Further, an organizational system must be provided whereby teachers can function at the highest possible level of professional competency.

Posture No. 2:

It is not expedient or realistic to expect all teachers to be proficient in the development of new curricula, performing educational research, applying new technological innovations, and all the other activities that are required to produce a model program. In effect, the current interest in creating differentiated specialized roles within teaching, can be viewed as evolutionary response to the increasing diversity of highly specialized functions. Therefore, the interests and strengths of each teacher need to be determined in order that teachers may assume the role that will enable them to contribute the most and that which will ultimately give them the most satisfaction.

Posture No. 3:

More students, more schools, relatively fewer teachers, more and better materials, increased taxes, higher budgets, make it mandatory that new, systematic, and more efficient educational procedures be developed and carried out. Since community input into the educational program will become more and more dependent upon the quality of the output of the school system, remuneration in the future must be based on merit and responsibility rather than education and experience alone.

What we intend to do in Mesa is to tinker with the status quo--which, incidentally, is the essence of innovation. What we are after is similar to the athletic situation. Every athletic team could use a man who plays every position, never makes an error, and knows just what the opposition is planning. But so far there has been no way to get him to put down his hot dog and come out of the stands. We in education are similarly perplexed. Based on our needs, there is a clamor to differentiate--but few are willing to put down their hot dog and come out of the stands. The problem narrows down to how to reject the non-performing type of organizational system we presently endure and substitute some positive basis for improving the quality of education in our schools. Perhaps the answer is similar to the one given to the young fiancee dating the son of a millionaire. The sweet young thing asked her mother, "Just what do you give a man who has everything?" "Opportunity," she replied, "my dear, opportunity." And so we must give our district leaders an opportunity to accept this challenge. We must overcome what one educator calls "The Avis Complex." That is, where everyone wants to be second. No one today wants to be first--that is because if you are first--like the ad says--you are going to have to be more responsible, more accountable, and more visible.

What we are proposing is a bold reform based upon conceptualization of the key principles of education. In April, 1970, the Mesa Public Schools was formally notified by the United States Office of Education that the project submitted to build a model of a differentiated staffing was funded for the 1970-71 school year. There are many strategies that could be employed by a school district in order to implement a differentiated staffing model based on change, roles, and responsibilities. The Mesa proposal, however, is unique in two respects:

> Firstly, the Mesa differentiated staffing model will be a learner-based paradigm with emphasis on student task achievement rather than professional ranking.
>
> Such an approach calls for teaching skills heretofore considered "nice" but not necessary, such as the precise formulation of learning behavior, the ability to develop units of instruction with colleagues, and the willingness and ability to analyze colleague contribution.
>
> The advantages of such a proposal include,
>
> a) No rigid and permanent hierarchy of roles, rather a fluid hierarchy sensitive and responsive to the needs of students;
>
> b) A fluid hierarchy obviates the problems caused by static hierarchies--that of morale loss and over specialization.

> Secondly, the Mesa differentiated staffing pattern will be related to pupil outcomes, and teachers will bid for the resources of the organization with the Board of Education, to produce the desired learner behaviors.
>
> Essentially, the project proposes to encompass the following:
>
> a) Development of learner-based models of staff differentiation.
>
> b) Identification of teacher skills necessary to accurately diagnose, prescribe, and measure learning progress.
>
> c) Training of personnel--from teacher aides to administrators--in a new type of school structure based upon learner performance and achievement.
>
> d) The identification of procedures by which teachers may actually develop curricula which are accessible in terms of student performance.

Selection of participating schools will be based on the following criteria:

> First, whether past efforts of the school contain within its history innovative patterns of team teaching, individualized instruction, or staff-scheduling flexibility.
>
> Secondly, the degree of staff commitment to change, and the degree of staff involvement currently available to teachers at the unit school.

Based on the criteria mentioned, schools, as units, will be selected and teachers in the pilot schools will be trained collectively as a staff. Such an approach not only makes maximum usage of limited funds but further adds to the boldness of the plan by allowing for a complete departure from tradition in the pilot schools and permits all participants to be trained in a process, including teacher aides and the school principal.

The content of the training program will emphasize the preparation of teachers and staff members in the major areas relating to effective staff differentiation, and in the actual construction of a model to emulate in the Fall. The content areas will include:

1. A survey of models of staff differentiation currently in existence, noting similar and dissimilar components.

2. Construction of staff models.

3. Simulation of a differentiated staffing model in accomplishing the given objective and its evaluation of staff accomplishment.

4. Development of procedures for the building of pupil contracts based on cost indexes, priorities, and criteria.

5. Short workshops on related skills to provide expertise in group dynamics, writing and designing skills, and evaluative methods.

Objectives of the Arizona-Mesa Differentiated Staffing Consortium will not all be reached simultaneously. Some will receive a primary status while others, secondary status. The primary project objectives are outlined as follows:

1. To establish operational training models of differentiated staffing, one at the elementary and one at the secondary level, by the end of the fiscal year 1971. These models would contain the following components:

    a) A needs assessment design based on student performance objectives.

    b) A role task analysis based on the student performance objectives.

    c) A correlation base between the newly proposed staffing roles and responsibilities and the realization of performance objectives, with flexibility for maximum self-correction.

    d) Appropriate and concomitant cost effectiveness and budgeting procedures.

2. To develop and stimulate procedures by which teaching teams will write "contracts" to the Board of Education for resources, in order to produce the specified student outcome decided upon.

3. To develop and simulate evaluative techniques by which teachers are judged by colleagues as to degree of student learning objective achievement, and the means to remunerate accordingly.

4. To define a program of training and to implement said program with models.

5. To provide field training centers in order to permit interchange of faculty among all Consortium members, and to investigate with other schools the concept of differentiated staffing.

Secondary objectives include:

1. Providing for career advancement within the teaching profession without leaving the teaching function.

2. Providing for opportunities for teachers to become an active part of the decision making process and to assume responsibility for decision-making and curriculum planning, teaching methodology, utilization of time, and the development of relevant in-service programs.

3. Providing a salary differential based upon roles defined in the accepted models of staff differentiation.

4. Redefining leadership functions as they relate to the instructional process.

Accomplishing these objectives, however, cannot be a sole venture. We are looking to numerous sources for their expertise within the formation of the Consortium. As such, the Consortium provides a concentration of resources and institutions focusing on the problems of assessment of student needs. For example. . . .

. . . .Arizona State University is contributing their expertise in the development of a performance based teacher-training program, expertise in program monitoring, and evaluation and coordination of the field training centers.

. . . .The Southwestern Cooperative Educational Laboratory is contributing expertise in the development of a teacher-teacher aide training program.

. . . .The Mesa Community College will be instrumental in the development of appropriate curricula and training courses for teacher aides and other support personnel, and will aid in the recruitment of minority persons to the position of teacher aides.

There are always those who say it can't be done. Yet things are happening so fast these days that those saying it can't be done are interrupted by someone else doing it. Passivity has always been a comfortable nook from which to evaluate the deeds of other men. Let's face it, though--no one ever climbs a hill by looking at it.

CHAPTER XVIII

An Educational Improvement Program for the Children of Hoke County

by

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INTRODUCTION

The Hoke County Administrative Unit is located in the rural, agricultural area of southeastern North Carolina. The unit is somewhat unique in that it is made up of a tri-racial student body. The 5,000 student population is heavy non-white with 50 percent being Negro, 15 percent Indian and the remaining 35 percent being white.

The Hoke County Administrative Unit ran a tri-racial school system where children of each race attended their own schools until 1968-69 when grades 6-12 were totally integrated. With the beginning of the 1969 term the full unitary system was put into effect. This was accomplished in such a manner that no school is presently identifiable by race since the racial composition in all schools are as near equal as possible.

Economic deprivation is a very serious problem with a per capita income of only $1320 per year. There are slightly more than half of the children coming from homes with an annual income of less than $2000. This poverty is concentrated in the non-white element of the population, which represents 90 percent of the families with annual income of less than $2000. In the agrarian setting of Hoke County it appears that the economic condition is not subject to a favorable increase in the foreseeable future, therefore, the problems brought about by economic deprivation will have to be alleviated if possible by the school system.

Academic deprivation is a problem not nearly as identifiable as economic deprivation because of the many variables and the impossible task of maintaining a control group.

California Achievement tests were administered to all students in the unit in September and again in May to the students in grades 6-12. Since the lower five grades were not integrated they were not plotted by race, however, the results were found that the higher the grade the further the non-white moved under the national average and below the white students in Hoke County.

Table I shows a very definite pattern which is similar to what has been found in other studies across the nation. The sixth grade scores show about one year difference, however by the twelfth grade the difference is between 2 and 3 years. The Indian pupils scored slightly higher than the Negro, however, they are still very definitely educationally deprived on this particular test. From the table one can also see that an integrated school did not effect the achievement of the white students. The Indian and the Negroes made more progress than they had in the former segregated schools.

Table II shows something different for Hoke County in that the greatest amount of achievement occurred when the child was taught by an Indian teacher.

CHART I
ACHIEVEMENT TEST BY
RACE

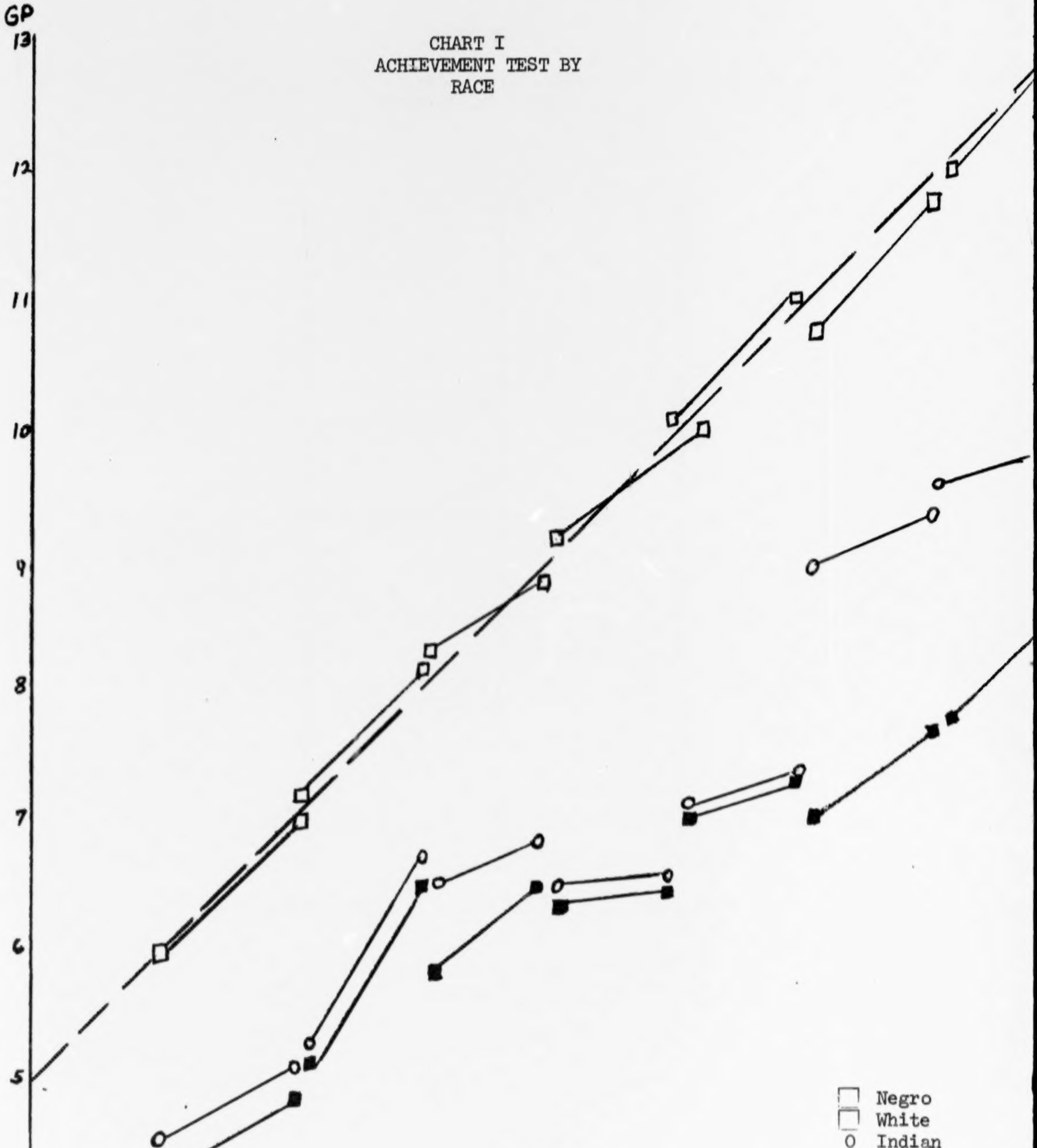


TABLE II

Standard Score
California Achievement

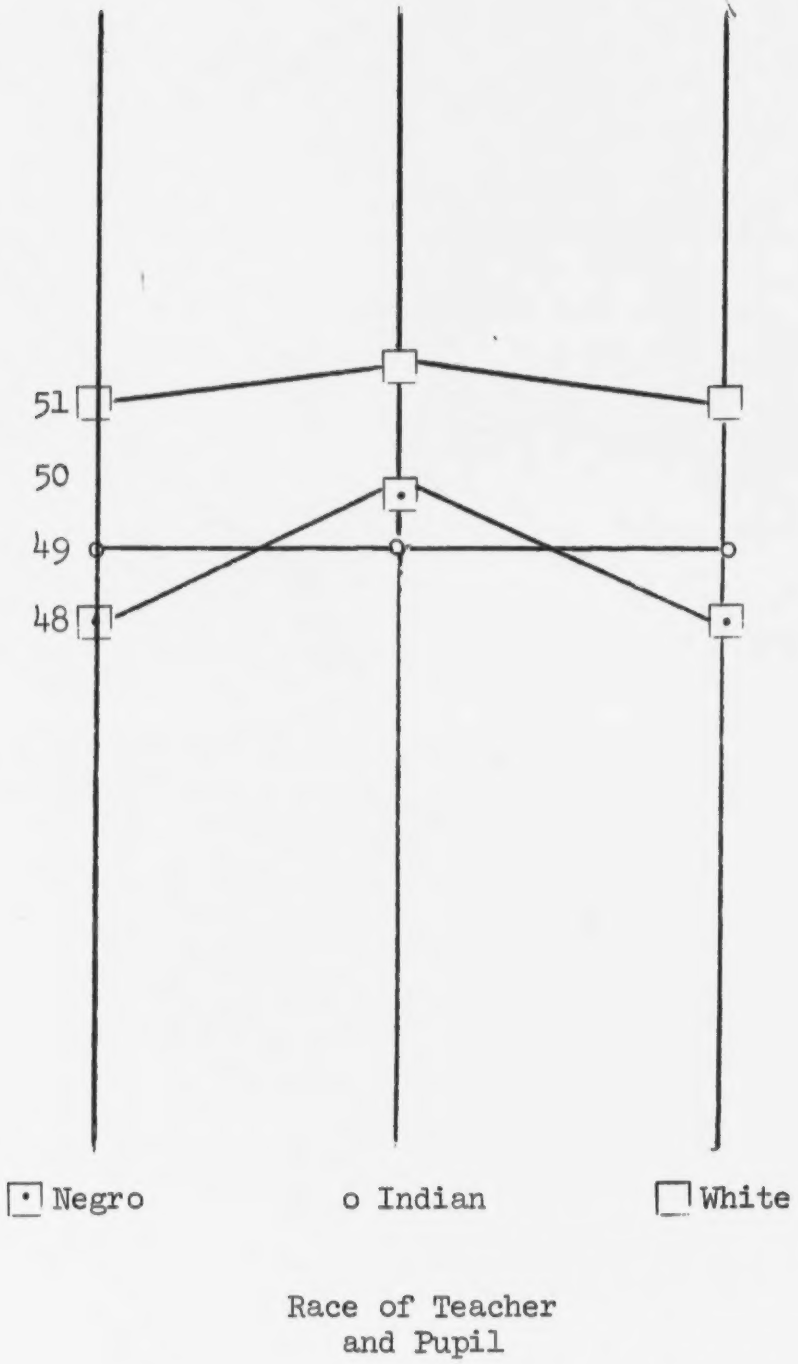


Table III shows something the teachers did not expect in that all pupils achieved about evenly when their difference in IQ scores were corrected in the computation.

With all the data the unit has been able to assembly, the 1970-71 school curriculum will be revised to meet the needs of all the students which certainly hasn't been the case as the tables so vividly show.

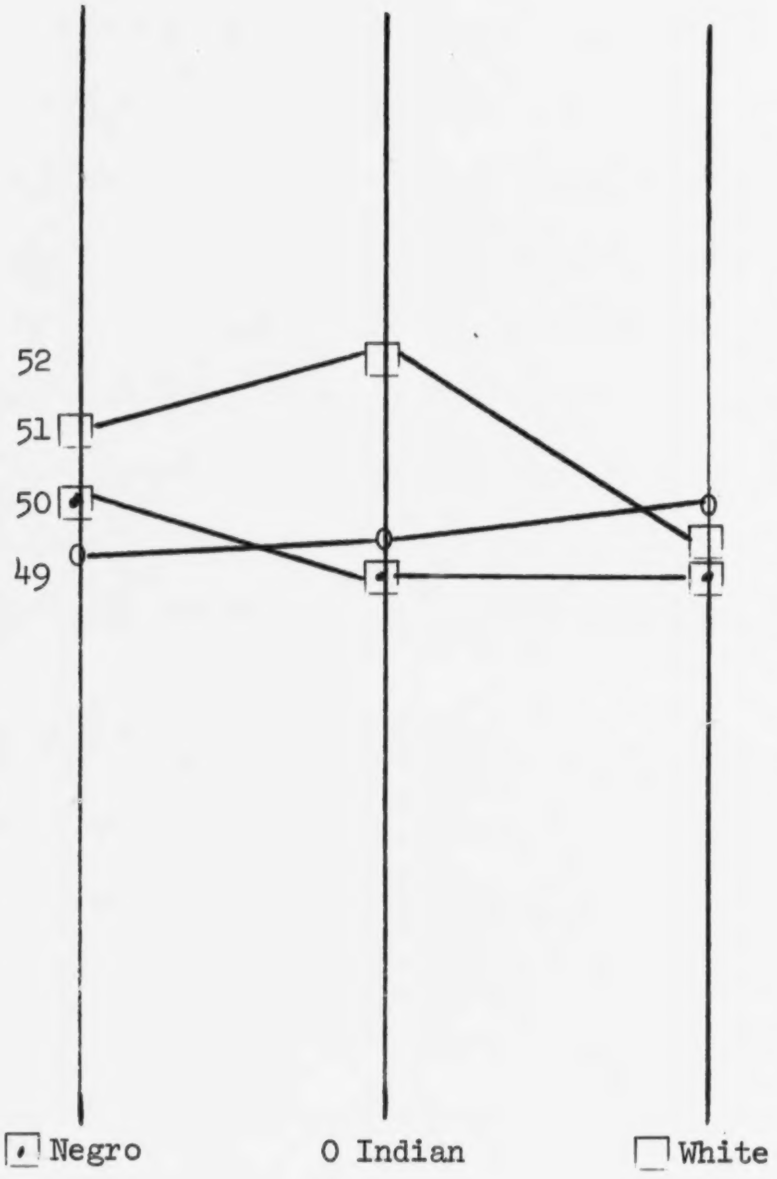
The teaching strategies which have been used through the years must now be given a thorough examination to determine causes for the 2 to 3 year gap in our student's achievement. Inability to read after first grade is a sympton that something is wrong. This sympton needs to be diagnosed and treated with something different, not more of the same. The school is not responsible for the ills of its children when they are not at school, however, they can and should be doing more than is now being done. Certainly the schools are better equiped with the knowledge than has been used, as indicated by the test results.

As the unitary system becomes a reality, social conditions of a new kind affect the schools for the first time and dictate the need for new strategies and teaching methods. The teachers in the former white school have had a more homogeneous group of able and motivated students with parental backing as a characteristic of the typical school. Today the schools include all the children of all the people, thus providing a new type of school with a very heterogeneous group. This heterogeneity will bring alienation among the students if the strategies used before are not changed to fit the new situation.

The disadvantaged has been brought up in a rather rigid environment when compared with the average child. Thus he enters school lacking in visual discrimination, tactile development, communication skills and

TABLE III

Standard Score
California Achievement



Race of the Teacher
and Pupil

Scores Adjusted for California Test of Mental Maturity expectation of achievement among others. While the average child can and does accept the closed climate of the school with its rigid patterns, the deprived child has a lower self-image causing him to avoid uncomfortable competitive situations. As he grows older, knowing he can not meet the challenges hurled at him by the school, he withdraws or becomes hostile. To this student it is better to refuse to become involved in classroom activities than participate and appear "ignorant" and yet at times it is better to react in a hostile manner, since this feeds his ego. When this happens the teacher is generally ready to reprimand him by assigning more of the same thing that brought about his failure in the first place.

The disadvantaged child has experienced so much failure and frustration by the time he is thirteen or fourteen that his hostility is no longer concealed, and he is just waiting for the time when he will be old enough to legally leave school. His dropping out actually preceeded his physically leaving school by several years. This was brought about by his inability to cope with the average student toward whom the teacher has been directed. As the disadvantaged gets further behind, the teachers are willing to rationalize the situation by saying he can not learn rather than he was not taught.

Historically, educators have been aware of the achievement levels of the minority group, when in schools wholly composed of these students, without much effort to correct the situation in many areas. The passing of the years since the Brown vs Topeka Board of Education in 1954 changed this attitude to the point where all-out effort is given to trying to treat the ills rather than the causes. The time is now right for the development of curriculum and new teaching strategies to meet the needs of all the children.

A child learns from his experiences and these experiences are gained from his environment. Thus the disadvantaged child arrives at school with a deficiency brought about by his exposure to a very limited environment. The schools are going to have to take the initiative and create the environment that will allow exploration, interpretation and varied components.

CHARTING THE CHANGES

If schools are to fulfill their goal of universal education they will need to build a curriculum on the strengths of the students. Cheyney list the following as strengths of the disadvantaged.. physical, fantasies, role playing, inductive rather than deductive, problem centered rather than abstract centered, spatially oriented, perseverate, and verbally abstract.

Today's society is too complex for the mere acquiring of facts and mastering the various skills, though this is important. When the information is given to the students and they memorize and recall on demand, teachers have deprived them of the opportunity to explore, question and make generalizations that will enable them to solve future problems. The students must be taught how to think, because the problems encountered will not be given by the teacher always. Through the thinking processes, mental growth will be realized.

The schools need to develop an environment where students will want to come and be a part of the society. The disadvantaged child comes with a deficiency in ability to go from the general to the specific, and needs a curriculum which not only allows but encourages him to search, explore, and question before accepting or rejecting ideas. Since he has no one in his own environment to favorably identify with, his self-image can be shattered by continued failures.

Lower class children enter school so poorly prepared to produce what schools demand that initial failures are almost inevitable unless the teaching is made meaningful. Incorporation of the child's immediate and personal experiences as material for vocabulary and general reading development into the curriculum, will allow the child to identify immediately with something he already knows. His self-image will be lifted and the teacher will be able to work with him since he will have learned the meaning of success. This type of child has experienced success and acceptance so seldom that when it comes he is appreciative.

If learning is to take on meaning, it must be initiated from within the school based on concrete instances which have meaning to the students. This learning will have meaning if the student can relate it to his own experiences. If the concept is meaningful, the student must relate it to what he already knows at the time and later relate it to newly introduced concepts.

The curriculum must give high priority for heterogeneity in the unitary school. The old ideas and methods, rigidly-set pacing for everyone, and curricula that leave little room for individuality will no longer produce the desired results.

The experience curriculum is accepted by many as the closest approach to individual instruction which is needed if the teacher is to work with all students; it should be the ideal to be worked for by all teachers. When this approach is used, it allows the student to choose an activity or area of interest on which he or she desires to work. The student explores the materials he needs, both those of a subject-matter nature and those of an experiencing and observatorial character, such as could be accomplished only through fieldtrips. This serves not only to help the student with this assignment, but it broadens his background which is deficient in disadvantaged children.

There are two fundamental obstacles to the adoption of the experience curriculum in the Hoke County School; the large pupil-teacher ratio, which places a limit on the amount of time a teacher may spend with each individual child, and the kind of teacher education the teacher have received. However, these problems are not insurmountable today in the time of federal support for the disadvantaged.

The experience curriculum will challenge all children individually rather than setting up a competitive situation at a time when student reports are so necessary. If the teacher allows the students to be set against one another due to competition, she will have further destroyed the disadvantaged at a time when they need all the support and encouragement it is possible to receive.

Proposals for change:

1. "Hands-on" experiences in all grades
2. Move from the vicarious experiences of the textbook toward more actual contact as field trips
3. Use more visual approaches for better understanding
4. Employ known technology in classroom
5. Teach the value of a strong community - strengthened by working together and pushing for progress
6. Make educational experiences relevant to needs of the individual and society.
7. Employ Team-teaching to bring out the best in teachers

CHAPTER XIX

Long Range Planning for Geneva Community Unit School District

by

Dr. Roy Turnbaugh
Geneva Public Schools
Geneva, Illinois

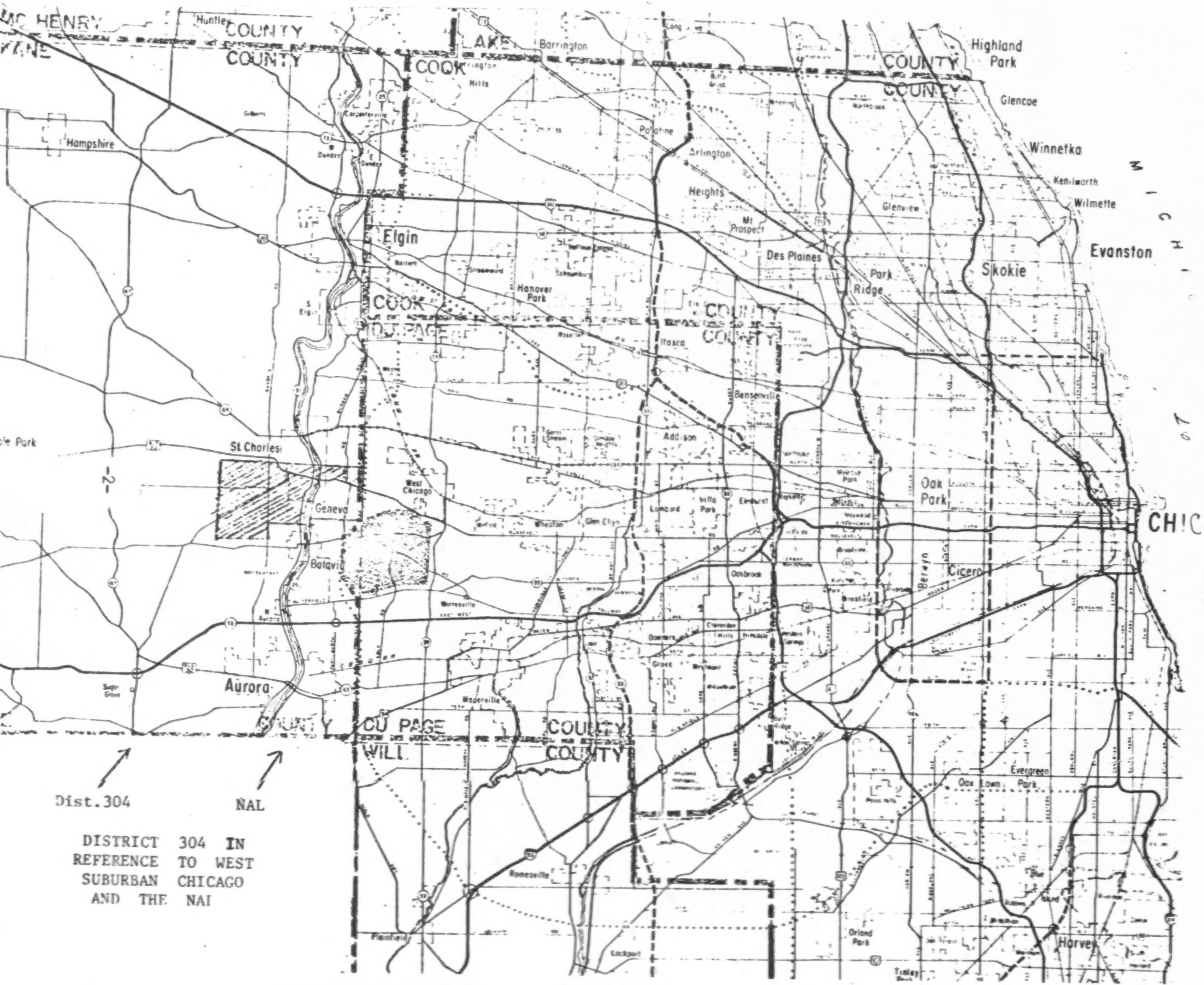
The Geneva Community Unit School District contains one incorporated area, the City of Geneva, with 8600 inhabitants in 1965. Geneva is the County seat of Kane County which had 251,903 persons in 1968. It is midway between the roughly equivalent cities of Aurora and Elgin. It is 37 miles west of Chicago on Highway Alternate 30 and the Chicago and Northwestern Railroad providing convenient (one hour) commuter service to Chicago. Forecasters have without exception predicted continuous growth. A major recent development is the construction of the National Accelerator Laboratory at the southeast corner of the School District. The Laboratory is under construction and will employ 2000 people when completed, mostly college graduates in scientific fields, many with advanced degrees.

Map 1 will give a rough idea of location and relationships.

THE NEED FOR A PLAN

All communities need a plan. Schools suffer when their pupils are victimized by lack of community planning or poor or short-sighted plans. School districts should plan with other community agencies in the awareness expressed by Dewey.

> An organism does not live in an environment;
> it lives by means of an environment.[1]


MC HENRY COUNTY
KANE COUNTY
LAKE COUNTY
COOK COUNTY
DU PAGE COUNTY
WILL COUNTY
Huntley
Hampshire
Barrington
Palatine
Arlington Heights
Mt Prospect
Des Plaines
Park Ridge
Glenview
Skokie
Highland Park
Glencoe
Winnetka
Kenilworth
Wilmette
Evanston
MICHI
CHICAGO
Elgin
Hanover Park
Itasca
Bensenville
Addison
St Charles
Geneva
West Chicago
Batavia
Wheaton
Glen Ellyn
Lombard
Villa Park
Elmhurst
Oak Park
Berwyn
Cicero
Oakbrook
Downers Grove
Naperville
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DISTRICT 304 IN REFERENCE TO WEST SUBURBAN CHICAGO AND THE NAI

The Geneva Community Unit School District is in a situation where the rewards of planning can be substantial. It is confronted with growth opening up alternatives. Hoffenberg observes:

> Planning stresses the choice of future actions through a systematic evaluation of alternatives.[2]

The administrative goal is to rationalize the evaluation of alternatives as much as possible, helping to clarify goals and make the effects of alternative courses of action or inaction as evident as possible.

Geneva and the Geneva schools enter the 1970's with many advantages, absent in a great many of the school communities lying between Chicago and Geneva as they grew rapidly during the 1950's and 1960's. There is a coherent community structure, with population concentrated in the City of Geneva, a strong sense of community pride and tradition, and elements of consensus on many aspects of community and educational goals. Some of this consensus is clearly expressed in an up-to-date Policy Guide of the Geneva Plan Commission:

> The overall goal of Geneva is to preserve the traditional character of the community as a highly desirable place in which to live and work. This requires that the city provide high quality urban services and community facilities (streets, utilities, schools, parks, etc.) in a coordinative and efficient manner, and it requires an expanded and well balanced tax base capable of supporting the desired character of the community.[3]

The 1970 Policy Guide, a Park District Master Plan approved in 1967 and a School District Master Plan Indicating Present and Future Facilities Requirements give the area a good planning base for the new decade.

Two planning imperatives are the immediate recognition that "preserving the traditional character of the community as a highly desirable place in which to live and work" cannot possibly be accomplished by status quo tactics - the community must reinterpret this goal in terms of changing conditions and effective adjustment to new conditions and other plans with bases far beyond the community of Geneva.

The State of Illinois in 1968 commissioned a study by Real Estate Research Corporation. This study produced reports in nine volumes as part of a Comprehensive Development Impact Study Regarding the National Accelerator Laboratory at Weston. Geneva with her neighbors of Batavia and St. Charles represents the center of the impact area. This study is a tangible form of more comprehensive planning over a wider area. The state has already authorized sweeping road improvements in the area to the extent of $9,000,000. Much more extensive road development is in the advanced planning stage, particularly a north-south Fox Valley Freeway.

A senior Vice-President and member of the Board of Directors of Real Estate Research Corporation writing for a general audience of planners about planning goals for the immediate future lists four objectives - more housing, opening suburbs to low and moderate income housing, escalating level of planning, and widening the financial base of local governments. His tactical suggestions are aimed at weakening small local jurisdictions.[4] The kind of tactic Downs suggests is in evidence as Kane County considers location of mobile home parks in unincorporated areas.

Downs recognizes that every low income family represents an instant deficit and higher taxes to other residents and proposes broader tax bases.

A recent book by Jane Jacobs has had unfavorable reviews by sociologists who seem to agree that she marshalls ingenious evidence and impressive authorities in support of an untenable thesis concerning urban growth. Mrs. Jacobs warns of at least two things it will be well to keep in mind in planning for the 1970's. She points out that it is more characteristic of a rapidly growing economy for a worker to change radically his own work and place in society than merely for his son to "move up." She observes that:

> The primary economic conflict, I think, is between people whose interests are with already well-established economic activities, and those whose interests are with the emergence of new economic activities.[5]

The Geneva schools must use continuous planning and skillful policy development as the most promising way of managing conflict and maintaining the degree of consensus essential to good services to pupils. As Miller says:

> The effect of policy is that it constrains performance with respect to preferred consequences.[6]

For the board of education to confront its responsibility for policy formulation effectively and for staff members, citizens and pupils to join in this process requires long-range planning.

SCHOOL ENROLLMENTS

The Geneva school district has been very aware of growth and associated educational opportunities and problems for more than twenty years. There have been a series of careful surveys and projections of enrollment trends during this period of time.

The following passage of the Community Unit School District Law in 1947, the Kane County School Survey Committee recommended the creation of a large community unit school district to include Geneva, Batavia, St. Charles, and the surrounding areas. This alternative was submitted to the voters but was defeated by a very large majority. The Geneva

Community High School District with underlying elementary school districts requested a survey by the Bureau of Research and Service of the College of Education, University of Illinois. The survey, completed in 1951, was to determine an effective school district organization for the area and to explore an adequate school building program for the community.[7] Future pupil enrollments were a part of this study. In 1950-51 there were 543 children in grades K-6 and 324 pupils in grades 6-12 for a total of 867. The study estimated that by 1955-56 there would be 643 K-6 pupils and 406 7-12 pupils, a total of 1049. Actually there were 1338 pupils in 1955-56.

The study forecast "A high peak enrollment in grades 1 through 6 is likely to be about 565 pupils in 1954-55" and "a high peak enrollment in grades 7 through 12 of about 524 pupils will be reached about 1960-61." The forecasters at that time had the delicate problem of making estimates that would not exaggerate the feasibility of a community unit district while not minimizing the problems of housing pupils under the greatest handicap of abandoning the dual district structure, the limit of bonded debt under the Illinois Constitution to 5% of assessed valuation. Under these circumstances they made the kinds of conservative assumptions they could easily defend. The estimates quickly proved to be too low.

The 1951 survey was instrumental in district reorganization, and Geneva Community Unit School District Number 304 was organized in 1953.

The Committee on Field Services of the Department of Education, University of Chicago was employed to carry out a more comprehensive survey for the new district in 1955.[8] This excellent survey made an historical review pointing to the extreme stability of the community over a period of thirty years, from 1924-25 to 1954-55. For instance, the high school enrollment changed only from 204 to 231 and reached a peak during that period of 262 in 1932-33. In considering future enrollment this study explained an application of a cohort survival technique and adhered strictly to this procedure, which began with kindergarten enrollment. For this reason elementary enrollments were projected completely only to 1959-60, estimating kindergarten enrollment from a census of children already living in the district who would be ready to enter kindergarten in subsequent years. Enrollment for grades seven and eight was projected to reach 352 by 1966-67, and in grades nine to twelve to reach 689 by that time. The survey staff considered these projections to be too conservative. Actual enrollments were 386 and 636 respectively in 1966-67.

The board of education was so preoccupied with school growth and so determined to stay alert to trends that annual estimates were made for varying periods into the future. Usually two kinds of projections were made. One kind was an extension of known births and pupils already enrolled forward into the future. The other kind added variable factors for in-migration. In general, the first kind proved to be lower than actual enrollment, the second kind higher. An example was the "school census" of 1959 which showed projections of 2,097 for 1965 and 2,573 for 1970 and, with increase factors added, projections of 2,955 and 3,802 respectively.

In 1963 projections were made by Illinois School Consulting Service showing 2,501 pupils anticipated for 1965 and 3,339 for 1970.

By this time the board of education included a member highly competent in use of mathematics. He demonstrated that it was possible to calculate a corrective factor derived from the difference between predicted enrollment and actual enrollment for a series of years using the "class survival" technique. Application of this corrective factor greatly improved prediction for a period up to five years. He concludes that predictions based on "survival" assumptions require a full regression analysis for each prediction, but that it is well worth the effort:

> This is admittedly a more complicated calculation, but it's not more than twice as complicated. No one should complain about having to use a fifty-cent tool rather than a twenty-five cent tool when doing a hundred thousand dollar job.

In 1966 the superintendent worked with an architectural firm to prepare enrollment estimates for use in a fifteen-year master plan for school facilities for school board consideration. Projections of enrollment were based upon a different type of assumption derived from experience in the district as reflected in Table 1 and confirmed to some extent by a census of housing units added to the city, the assumption that growth was proceeding by rather fixed increments - about 100 students per year. This assumption did not anticipate the tight mortgage situation which prevailed in 1968 and 1969, but it appears that it performed as well for predictive purposes as any other assumption would have. Now, however, there are new factors in evidence primarily having to do with birth trends.

The most recent prediction of school population can be derived from a study prepared by Real Estate Research Corporation in December, 1968.[10] Table I shows totals for Geneva township in the ages 5-17, less the number of students enrolled in St. Peter's School in 1969-70. Projection A shows population anticipated without the National Accelerator Laboratory. Projection B is the "most likely" population. Projection C is a high projection considered possible under certain conditions of favorable local and state planning and encouragement. None of these projections include the school population of that portion of Blackberry Township in District 304, although the rate of growth for Western Kane County is projected to be very high. Reasons for not including this substantial area are, first, that the District 304 portion is not identified in the data and, second, that where growth will locate within this agricultural township must be considered very hard to predict.

POPULATION ASSUMPTIONS

The effort to arrive at better estimates of school enrollment has led to a rather thorough investigation of assumptions underlying the estimates being made about the growth of U.S. population, Illinois projections, the Kane - DuPage County area, and the Geneva School District.

A sampling of the literature reveals rather solid agreement that the birthrates in industrial nations, the United States, Illinois, Kane County, and Geneva Township have reached a lower level than in the recent past where they are likely to remain. However, we must also conclude with Woodring that ".....in the past nearly all forecasting has been erroneous."[11] In the 1920's a declining birthrate was attributed to prosperity; in the 1950's a high rate was attributed to affluence.

The Real Estate Research Corporation projections are carefully derived from data assuming that the lower birth rate prevailing since 1957 will continue - that family size will be smaller.[12] The fertility rate (births per 1,000 women aged 15-44) has declined from 122.7 in 1957 to 90 in 1966. The RERC has been very careful in its population procedures, but the student quickly learns that small differences in birth and family size assumptions quickly accumulate to large differences in numbers.

Carlson points out that the population area is one where social change takes place by individual decision and the precise nature of the causal influence is not known.[13] Fertility decline in Western Europe took three

TABLE I

Enrollments

		1950-51	1955-56	1960-61	1965-66	1970-71	1975-76	1980-81	1985-86
U. of Illinois 1951		867	1049	1162	----	----	----	----	----
U. of Chicago 1955		----	1313	1755*	----	----	----	----	----
School Census (Actual)					2097	2573	----	----	----
Table I-1959 (Projected)					2955	3802	----	----	----
Illinois School Consultants 1963					2501	3339	----	----	----
Childs & Smith 1966		----	----	----	----	2850	3350	3850	(4350)**
Real Estate Research 1966	A	----	----	----	----	2673	2739	3106	3786
	B	----	----	----	----	2734	2954	3496	4316
	C	----	----	----	----	3036	4029	5488	7031
Actual		867	1338	1844	2376	2675***			

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* Estimate for 1959-60, last year for which K-12 estimate was made.

** 1985-86 estimate was not made; this would be estimate produced by extending the assumption.

*** April, 1970, Estimate
Geneva Twp. Figures, with St. Peter's School enrollment subtracted.

generations. Social change of this kind is a slow adjustment to new stimuli. It seems that popular media have exaggerated the importance of oral contraceptives in this connection. So far fertility has declined from high levels to only the level of thirty years ago. Blake finds that "no major group in the population prefers really small families."[14] Education has little influence on family-size aspirations. Westoff and Potvin conclude:

> In all probability the values about family and children are developed long before the college age, a speculation that is reinforced by the persistence of a correlation between the number of children desired and the number of siblings.[15]

A recent questionnaire to students and faculty at Cornell University to which there were 1050 respondents, freshmen through faculty, found:

> First, although there was general agreement (84 percent) on the desirability of limiting family size, a substantial majority (65 percent) said it wanted three children (39 percent) or more (26 percent). Only 30 percent favored two children, and a mere 5 percent expressed preference for one or more. Choice was in no major way affected by age, sex, marital status, parenthood, or professional specialty. Even the respondents whom we expected to be most concerned about the population crisis (for example, graduate students and young faculty in biology) included a minimum of 50 percent with a desire for three chilren or more.[16]

One of the problems to which the Real Estate Research Corporation has directed attention in its study of the National Accelerator Laboratory impact is in "discontinuity" of some of the trends. Although they consider this an important problem, they may have underestimated it. Ryder observes with keen insight that the fundamental clue to fertility decline is not introduction of rationality but a substitution of individual ends for family ends in the reproductive calculus. He adds:

> One point does seem clear: improved ability to determine fertility will lead to greater sensitivity of response to instability in the environment and therefore to the risk of fertility fluctuations of even greater amplitude and more embarassing consequences than we have seen in the recent past.[17]

The Real Estate Research Corporation estimates of effect on school enrollments must also be considered on the conservative side. Most experts are predicting public school services for children of younger ages. Englehart and Englehart estimate some discontinuity in enrollment growth in the next fifteen years, with suburban areas likely to see the largest increases.[18]

In sum there is much contradiction among the assumptions of experts. The 1970 Census will yield data that will be carefully reviewed from every viewpoint. However, for a particular community, like Geneva, special influences will operate. Local sssumptions will have to be tested continuously.

CHARACTERISTICS OF THE POPULATION

A brief word about the characteristics of the population of the Geneva school district is in order. The 1960 census showed Geneva leading Kane County in median family income ($8,247), percent of family incomes $10,000 and over (35%), median years of school completed (12.4), and percent who completed four years of high school or more (61.1). These indexes are well above those for the Standard Metropolitan Statistical Area, placing Geneva in the company of relatively high-status communities and some excellent school districts, but not among the communities with the highest average income and level of educational attainment.

The emerging picture is one in which the general DuPage-Kane County area is rising in relative standing on these factors, with some leveling within the area. There is every indication that Geneva will continue to have a population interested in a quality education, a population with above average educational attainment, and a population with a level of personal income adequate to support a strong educational program. This area merits additional study which can be most efficiently done with data from the 1970 census as soon as that data can be available.

RESOURCE ESTIMATES

District 304 has managed during the years of growth since 1950 to maintain about the same level of assessed valuation per pupil. Even so the property tax rate more than doubled.

Real Estate Research Corporation did not make estimates of tax assessed valuation for subareas as small as townships or school districts. It is possible, however, by making an additional assumption or two to extend the conclusions they have drawn to School District 304. RERC presents "Estimated and Projected Assessed Valuations" for Kane County.[19] Table 2 following has estimates of tax assessed valuation, assessed valuation per pupil, educational tax rate, total tax rate for District 304, and income from local taxes calculated by assuming the Geneva gain in assessed valuation will be a portion of RERC estimated gain for the County proportional to Geneva Township's estimated gain in population. The Table assumes fixed tax rates throughout the period, an unrealistic assumption borrowed from RERC for its utility in exposing revenue lag.

TABLE 2

PAST EXPERIENCE AND FUTURE ESTIMATES OF LOCAL TAX INCOME

	1950-51	1955-56	1960-61	1965-66	1970-71	1975-76	1980-81	1985-86
Assessed Valuation	$19,068,473	$27,378,895	$42,562,290	$55,522,711	$58,000,000**	$73,666,000	$95,000,000	$111,940,000
Assessed Val/Pupil	21,993	20,462	23,081	23,367	21,682	24,937	27,173	25,936
Educational Fund Tax Rate	1.14*	1.50	1.85	1.90	2.30	2.30	2.30	2.30
Total Tax Rate	1.30*	1.77	2.23	2.63	2.83	2.83	2.83	2.83
Income from local Taxes	236,450	486,249	949,564	1,296,252	1,300,000	1,815,160	2,470,000	2,910,440

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* District 99 & C.H.S.

** Assumes loss of $4 1/2 million in personal property and homestead exemptions.

If one should base estimates on either of two alternative assumptions 1) that Geneva's gain in assessed valuation will be the same percent of gain estimated for the County or 2) that Geneva's percent of the County's assessed value will remain constant at each five-year interval, the benefit to the school district would be substantially *less*. For instance, assessed valuation in 1985 would be about $93,600,000 under alternative assumption 1) and $95,742,000 under alternative assumption 2).

RERC estimates "Per capita educational expenditures and revenues in Kane County are projected to increase by 46.0 and 8.0 percent, respectively, by 1985 (see Table 13)."[20] They assume the revenue gap will be closed by receipt of State and Federal Aid. Under the Set C projections referred to earlier the revenue gap would be reduced, *but under Set C the largest rate of growth in the entire area is projected for Geneva Township*.

The RERC estimates of revenue lag and tax impact of future growth are far more optimistic than experience of the Geneva district as reflected in Table 2 would lead one to anticipate, particularly regarding expenditures.

Costs are climbing extremely rapidly at present. Cost per pupil for the nation increased 11% in 1968-69 and 13% in 1969-70. The forecast for 1970-71 is in this area.[21] This corresponds to the Geneva experience, although there are improvement factors in the Geneva situation not in evidence nationally. The RERC study does not comment on borrowing by school districts for current operating expense, a practice heavily in use in Kane County and in Geneva in 1970.

In a widely circulated study working with much of the same U.S. data used by RERC and at about the same time, Keyserling projected a *need* for an increased average annual rate of expenditure of 9.5 percent. It appears this increase has been taking place in many places without, however, dependable new revenue sources.

The RERC projected development costs for new facilities for education to cost $1,660 per increment in the 5-13 age group and $2,910 per increment in the 14-17 age group in 1968 dollars.[22] Architects estimated a facilities cost to 1980 rather than to 1985 of $5,060,000, of which $1,500,000 were completed by 1968. The two cost estimates are in the same ball park, with RERC figures computing out to about $3,300,000 compared to rough forecasts of $3,500,000 for a shorter period by architects. Unfortunately costs for these facilities will not be in 1968 dollars.

Revenue lag will be a serious problem, perhaps completely unmanageable if inflationary trends continue.

PLANNING GUIDES FOR ADMINISTRATIVE DIRECTION

This study has been considered an effort to pick up guiding information and intelligent hypotheses on which the superintendent of Geneva Community Unit School District should concentrate as he works with board of education, professional staff, pupils, parents and citizens in a period of continued growth and fast-arising options. The following is a rough list of considerations to which reactions will be sought. They will help to provide a general foundation for discussion of problems, opportunities, priorities, plans, and programs.

1. The Geneva Community Unit has been generally successful in achieving educational goals as established by the community in the recent past.
2. Phase I of the 1966 Master Plan has been accomplished. In the main it still looks sound. The District prepares to enter Phase II with more flexibility and a wider range of options than were available in Phase I. A suitable site for an additional school has been acquired. Acquisition efforts are in progress for another suitable site.

3. The District is growing toward what some experts consider optimum size, having already grown into a size that meets many criteria.[23]

4. The District has already established productive cooperative relationships in the Mid-Valley Area Vocational Center and the Mid-Valley Special Education Cooperative Agreement as well as a Kane County Special Education Cooperative, overcoming many of the disadvantages of below-optimum enrollment.

5. The District recognizes that its main asset is people.

6. It should be assumed that the population of the District will become more cosmopolitan and more diverse. There will likely be some minority group representation in the resident population.

7. A major emphasis should be in-service development of the present staff-superintendent through the newest teacher, clerk, and custodian. The District will need a more diverse and cosmopolitan staff. Changes in the professional growth policies to provide incentives for study at a greater variety of institutions of higher learning as negotiated with teacher representatives in 1970 is a promising step.

8. Staff recruiting should focus on adding to present high-quality staff high-quality individuals with more diverse backgrounds, including some minority group representation.

9. Study of pupil population must be continuous, census procedures already established scrupulously maintained, study of pupil characteristics to guide educational program must be strengthened.

10. Discontinuities of many kinds should be anticipated. It will not be surprising to have a large entering class followed by a small entering class, followed by a large entering class (birth rates will probably fluctuate).

11. Educational arrangements should take this into account. This is an additional influence favoring flexible grouping, ingrading, and so on.

12. Planning should make a conscious effort to smooth economic discontinuities. Bond amortization must be very carefully scheduled.

13. The District should continue to emphasize cooperative planning with the City, Park District, Library Board, Planning Commission. The District should extend cooperation with Mid-Valley neighbors. The District should initiate and invite planning with a broader base.

14. The District should continue to cooperate with others while pushing its own improvement and interests without waiting for others. The whole area will benefit from example as well as cooperation.

15. The District should plan for better assessment of school achievement. The Educational Council has established a committee that can provide a beginning.

16. There should be better coordination with local health agencies.

17. The District should give more attention to lay participation in the formulation of policy.

18. Study of collective negotiations and their relationship to plans and policies must be concentrated and continuing.

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CHAPTER XX

Problems Arising Due to Desegregation

by

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The function of the Illinois Resident Program for me was not the defining of an educational problem and then researching for a solution but rather seeking answers to school desegregation and school program most appropriate for this type of school situation.

School District 151 was court ordered to desegregate grades 3-8 in July of 1968 and after a plenary hearing in January of 1969 was court ordered by Judge Julius Hoffman in May, 1969 to completely desegregate K-8. The desegregation court order created an upper grade center the first year and/or K-5 schools in the white areas. Black children K-5 and white children 6-8 were bused into the white and black areas respectively to integrate the schools. The court order brought about a complete school reorganization each year. Recently the Appellate Court in responding to the district's appeal ordered the government and the school district to sit down together and work out a feasible desegregation plan which would satisfy the Federal Government and at the same time, gain general support of the community. The school district consequently faces a third school reorganization this year.

The following problems were either created or augmented by the court order:

1. A previously weak financial base of the school district was completely destroyed when the district incurred additional costs due to the creation of an upper grade center, legal fees and the loss

of State Aid that resulted when approximately 800 students of the district transferred to private and parochial schools;

2. The inadequateness of a school program to handle the classrooms with students of wide diversed cultural and experiential backgrounds created a potentially dangerous classroom situation. The community, because of the court order, has been extremely hostile and power groups within the community sought and have continued to seek ammunition relating to black-white student confrontations, and reduction of academic standards.

In reference to the financial crisis facing the district, the district prior to the court order had an extremely low educational tax rate and had taken pride in the fact that the schools were run very economically. The notion of neighborhood schools where students walk to school and receive a complete elementary education grades K-8 was also incorporated as part of the community educational philosophy. The district went so far as to refuse to accept NDEA Title III funding for educational equipment in the early 1960's when the schools could have been moderately equipped with little or no cost to the district. The community is made up of approximately 20% of the old Dutch residents and a large mass of white residents who had fled the inner city with the influx of black residents.

With the creation of the upper grade center by court order, more staff members had to be employed to provide an adequate school program. To reduce and keep black-white student incidents to a minimum it was necessary to establish the pupil-teacher ratio below 25 to insure good teacher control. The reduction of lengthy lunch periods, and an early start in the morning (school starts at 8:35 A.M.), employment of teachers prior to and after school to supervise students, an increase in psychological and social service, the establishment of a close working relationship with the local police in three communities, the control of releases to news media and the restriction of news media personnel from school grounds were steps taken to insure tight administrative-teacher control in the classroom situation.

In the past, the district had a definite personnel problem in that the black teachers employed in the black schools were not generally as experienced and qualified as those teachers employed in the white schools. When the court order integrated the faculty so that each school reflected a proportion of black-white teachers that matched the proportion of black-white students it placed black and white teachers in classroom situations that were for some most trying. The school day was purposely changed to allow sufficient afternoon school time for the in-service training of teachers. Two Title IV Grants for the in-service training of teachers were obtained (1) during the summer of 1969 and (2) for the spring, summer and fall of the 1970-71 school year. One third of the district's teachers resigned upon the execution of the court order and because of the notoriety of the court case, the acting superintendent was forced to hire a large number of privisional teachers during the 1968-69 school year out of a staff of 117 teachers, 40 teachers were either provisional or inexperienced new teachers. Using circuit TV techniques and state consultants, an extensive in-service training program was carried out during the school year of 1968-69 and during the summer of 1969. Further in-service training under a Title IV Grant is now in progress. A position was created in each school of a freed master teacher to help supervise the new teachers and direct the ungraded reading program instituted in the schools.

A continuous progress program in reading was created and adopted during the 1968-69 school year. The movement toward ungrading the reading program in all the schools K-8 has now progressed to complete ungradedness K-3 in all schools and K-5 in two of the schools. By next fall a complete K-8 reading as well as math ungraded continuous development program will be in operation in the district. Teaming, the use of math manipulatives, a science discovery program, the creation and incorporation of a minority history social studies program, the extension of a fine gross motorperceptually handicapped program were steps taken to further expand the curriculum and to adjust it to the diverse experiential background of the students. A pre-school kindergarten gifted program was also instituted while reading laboratories were installed in two of the buildings and learning centers limited by the facilities were created in the other buildings. The headstart program was brought into the school system and given the use of two rooms. The headstart staff has been participating in the in-service training program. The middle school staff has carried on an extensive evaluation of the school program and facilities using an "evaluative criteria". Close circuit TV tape sessions with groups of students, parents, teachers, and administrators were used to analyze problems occurring within the district and possible solutions.

During the last two years, operating under the court order, the school district has continued its legal fight to regain control of its schools; consequently, a certain amount of unstability tends to exist within the school system. Despite the flux, the school administration and teachers resolved to produce the best school program possible under the circumstances. With this in mind and using Title IV funds "Problems Arising Due to Desegregation" teachers and administrators have been exposed to a variety of materials, teaching techniques, and educational organization. The percent of black students in the district - 38% - is high enough that unless white students are attracted back into the district, there is a great danger that the district's black population might exceed the "tipping point" resulting in a complete exodus of white students.

To attract back the white students, school administration and teachers have vigorously attempted to revitalize the school program. Toward this end, the Illinois Resident Program enabled me to expand my personal knowledge about ungraded school programs and various educational organizational plans and grouping procedures. Ideas regarding appropriate desegregated school program were gleaned from (1) interviews with University of Illinois staff members; (2) research of the literature and (3) visits made to school systems.

Interviews were held with the following people: Dr. Sergiovanni regarding teacher in-service training, teacher classroom management and teacher attitude; Dr. Shoresman, regarding the discovery project, science curriculum; Dr. Beberman, concerning individualized math and instruction and the use of math manipulatives; Dr. Wes Becker and Dr. Daniel, regarding the Ingleman-Becker Distar materials and classroom management; Dr. Ted Manolakes, regarding the possibility of the University of Illinois providing personnel for teacher in-service training of the school district as well as an evaluation of the district; Dr. Van Miller and Dr. Raubinger were interviewed concerning the possibility of an administrative intern; Don Williams and Dr. Mclure made suggestions regarding the district's budget; Dr. William Powell and Dr. Harold Lerch were interviewed regarding their possible participation in the district's Title IV in-service training program; Dr. Karnes, Principal of the Colonel Wolf School, was interviewed concerning the possibility of creating an early childhood education program in the school district. A joint conference was held with Dr. Peter Shoresman, James McGovern, Assistant Superintendent of School District 151 and John Young, Curriculum Coordinator of School District 151, to review the various merits and shortcomings of individualized science instructional programs. Dr. Shoresman's opinions were valuable in helping select the class materials for the district. A conference was held with Dean Atkin and Dr. Lilian Katz regarding funds available for instituting an early childhood program.

A research was made of the Eric mateials in two specific areas (1) the ungraded school and (2) early childhood programs. Lists of school districts wihh ungraded school programs were made and the Curriculum Coordinator of School District 151 used these resources to gamer information concerning ungraded school programs. Direct outcomes of this research were visits made by teachers and principals of School District 151 to the Chicago Ridge School System, Naperville School System and the Arlington Heights School System. I personally visited the Washington School in Urbana, the Prairie School in Urbana, The Colonel Wolf School, the Elmwood School in Naperville, the Rand School in Arlington Heights and the Ridge-Long School in Chicago Ridge. The purpose of the visits was to observe the ungraded programs in operation and the use of specific materials such as math manipulatives, IPI materials, SCIS and ESS science materials and gross and fine motor programs. The Colonel Wolfe School in Urbana provided an opportunity to observe culturally deprived children working in parent-teacher-child centered program.

A direct result of the Illinois Resident Program for School District 151 was the recruitment of a number of University of Illinois staff members as participants in School District 151's Title IV Teacher in-service training program. Dr. Wes Becker and Dr. William Powell participated in a number of seminars. Dr. Manolakes is now in process of recruiting staff to evaluate School District 151's present program and will work with a task force of School District 151 teachers during the summer to formulate recommendations for program. Dr. Manolakes participated in several interviews with me in the Title III ESEA Office in Springfield in an attempt to receive a Planning Grant to underwrite this program.

Dr. Merle Karnes invited several teachers and principals from the district to tour the Colonel Wolf School and she advised the director of the special education program in School District 151 on how to write an early childhood proposal. Dr. Wes Becker participated in a full institute day and will probably teach a classroom management course in the district in the fall. The information gathered through the teacher task force under the direction of Dr. Manolakes will provide a base for a Title III proposal while the information gathered from Dr. Karnes and the research of the Eric materials will be used to prepare an early childhood program proposal to OEO.

The Illinois Resident Program gave me the opportunity to investigate possible school program for a desegregated school district. In a very practical way, the experience has involved the University of Illinois in seeking an answer to our program needs. The task force of teachers and University of Illinois consultants should provide some direction and possible answers to our program problem this summer.

APPENDIX

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